UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/1994/64
25 May 1994

ORIGINAL: ENGLISH

Substantive session of 1994
New York, 27 June-29 July 1994
Item 4 of the provisional agenda*

OPERATIONAL ACTIVITIES OF THE UNITED NATIONS FOR INTERNATIONAL DEVELOPMENT COOPERATION

Progress on the implementation of General Assembly resolution 47/199

Report of the Secretary-General

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INTRODUCTION

1. At the mid-stage of the three-year programme adopted by the General Assembly in its resolution 47/199, progress is being made on a broad front in improving the coherence, effectiveness and efficiency of operational activities for development within the United Nations system. The present report provides an overview of the status and positive reception by recipient countries of the concept of a country strategy note. It offers, as requested by the Economic and Social Council in its resolution 1993/7, an assessment of the experience gained in the implementation at the field level, of the common United Nations system interpretation with respect to the programme approach and national execution. It also reports on measures being taken to strengthen the resident coordinator system, including changes introduced in the recruitment of the resident coordinators. Moreover, this report provides an assessment on the range and scope of coordination arrangements at the country level. The report also covers various interrelated steps to harmonize programming cycles, extend common premises and administrative services, harmonize monitoring and evaluation, strengthen inter-agency training programmes for national and international personnel involved in development activities, and a range of other steps which give a complete picture of the action being taken within the United Nations system collectively. Actions taken by executive heads and governing bodies of the United Nations system are presented in addendum 1, in accordance with paragraphs 51 and 54 of Assembly resolution 47/199. In addition, addendum 2 provides statistical information up to 1992.

2. As anticipated by the General Assembly in its resolution 47/199, paragraph 53, the complexity, scope and interrelationships of the various aspects of the full implementation of the provisions of that resolution require a management process including clear guidelines, targets, benchmarks and time-frames. The 1993 report of the Secretary-General on progress in the implementation of Assembly resolution 47/199 (E/1993/73) provided, in its annex I, an initial indication of the nature of such a process. On its part, the Economic and Social Council, in its resolution 1993/7, paragraph 10, requested the Secretary-General further to develop the work programme for the implementation of Assembly resolution 47/199, contained in annex I to his report, with a view to setting results-oriented targets. Subsequently, a one-year plan was established after consultations at the Joint Consultative Group on Policy (JCGP) and the Consultative Committee on Programme and Operational Questions (CCPOQ) of the Administrative Committee on Coordination (ACC). That plan was extended to 1995 on a provisional basis, subject to the outcome of the substantive session of 1994 of the Economic and Social Council. The summary of this work is provided in annex I to the present report, taking as a starting-point last year's work plan, updating it and providing outputs. It should be borne in mind, in this connection, that the entire report is in fact a report on results. Moreover, in considering the question of 1995 targets, attention must also be given to the eventual parameters of the 1995 comprehensive triennial policy review. In fact, the Assembly, in its resolution 48/162, annex I, paragraph 16 (d), anticipated that the operational activities of the United Nations for international development cooperation segment would, inter alia, undertake preparatory work for the triennial policy review of operational activities by the Assembly. This is a matter on which the Council

at its substantive session of 1994 may wish to express preliminary views. Some guidance by the Council as to its views on the outputs and results expected by 1995 would thus be helpful. In this regard, it might be recalled that in its decision 1994/218, subparagraph (f), the Council decided that preparatory work for the triennial policy review of operational activities of the United Nations system, particularly the financing of those activities, would be considered at the working-level meetings during the operational activities segment of the Council of 1994.

3. The implementation of General Assembly resolution 47/199 is a collective effort involving in the first instance recipient countries and United Nations system country teams. Any report on the implementation of that resolution must thus fully reflect such a point of view. The general directives on how to implement the provisions of the resolution are established collectively by the United Nations system through CCPOQ. As concerns the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP), the United Nations Population Fund (UNFPA) and the International Fund for Agricultural Development (IFAD), JCGP, including several of its working groups and subcommittees, plays an important role on a number of key subjects as foreseen in Assembly resolution 47/199. Moreover, additional inter-agency consultations take place through such functional bodies as the Inter-Agency Working Groups on Evaluation (IAWGEs), and similar groups on audit, and there are ad hoc inter-agency consultations organized by the United Nations on the country strategy note, the programme approach and national execution.

4. This vast effort by the system to meet the challenge of reform and adaptation to the new requirements and challenges of development cooperation is presented in this report with a particular focus on outcomes and outputs, as requested in paragraph 11 of Economic and Social Council resolution 1993/7.

I. RESOURCE FLOWS

5. Comprehensive statistical data on operational activities for development for 1992 are provided in addendum 2. They reveal that total contributions from Governments and other sources to United Nations funds and programmes were $4.8 billion ($3.9 billion in 1991). Moreover, contributions to the operational activities of the specialized agencies (both assessed and extrabudgetary), totalled $870 million (in 1991 $948 million), bringing the total for operational activities for development within the United Nations system to $5.6 billion in 1992 ($4.8 billion in 1991). Next year's report, which will be issued in time for the comprehensive policy review of operational activities for development by the General Assembly, is expected to contain data for 1993 and 1994. Moreover, consideration is being given to introducing changes in some parts of the statistical report in order to reflect recent changes in the composition and nature of resources.

6. The year 1993 was marked by a significant downturn in contributions to operational activities within the United Nations system. Voluntary contributions pledged to UNDP in 1993 amounted to $910 million (core resources only), a reduction of 15 per cent below the 1992 level, forcing it to restrict commitments to only 70 per cent of indicative planning figures. Contributions

to UNICEF for 1993 amounted to $539 million (including supplementary funding), representing a drop of 22 per cent, as compared with $638 million in 1992. The overall income of UNFPA was reduced from $238 million in 1992 to $219.6 million in 1993, representing a reduction of almost 8 per cent. As concerns WFP, a target of $1.5 billion was established for the 1993/94 biennium (the same level as that of the 1991/92 biennium). So far only slightly more than half of this target has been reached; this pace is below that of the previous biennium (65 per cent) and is also cause for concern.

7. Such disturbing trends occur at a time of significant shifts in the composition of these funds and programmes. (For details, see the report of the Secretary-General on the funding of operational activities for development within the United Nations system (A/48/90), submitted in accordance with paragraph 34 of General Assembly resolution 48/162.) By the time the Economic and Social Council considers the present report, consultations on this subject will have taken place in accordance with Assembly resolution 48/162, and with the keeping in view of the objective of a substantial increase in resources for operational activities for development on a predictable, continuous and assured basis, commensurate with the increasing needs of developing countries (Assembly resolutions 48/162, annex I, para. 32, and 47/199, para. 3).

8. While the trend towards a multiplicity of funding methods illustrates the flexibility and adaptability of operational activities for development within the United Nations system, there is a potential danger that over-reliance on funding from other than central programming resources may limit unduly long-term planning and sustained support to development programmes/projects. In order to maintain the ability to programme activities in a coordinated manner, over a multi-year period, it appears to be essential to take measures for increasing the predictability and reliability of the levels of resources.

9. At a time of increased demand for operational activities for development to implement international development strategies and to meet growing needs at country levels, a comprehensive review of resource issues may be called for. Such a review should be based on the results of the consultations foreseen by the General Assembly in its resolution 48/162, annex I, paragraph 34. Moreover, the Economic and Social Council, in its decision 1994/218 (cited in para. 2 above), anticipated the consideration of this question at its substantive session of 1994.

10. Such a review should also focus on the substantive role of operational activities for development and the rationale for continuing, strong international support. Based on several decades of experience, those activities provide a vital other dimension to the work of the system, mostly at the country level, but also through intercountry, regional and global programmes. The developing countries particularly continue to consider development support through the United Nations system to be an important priority. If for no other reason, development cooperation must remain a vital and integral component of the work of the United Nations. Broad international support through the United Nations system is essential for an effective response by the international community to such challenges as poverty, violence, environmental degradation, population pressures, and illiteracy and those posed by trade. There has evolved a close partnership between the United Nations system and developing

countries, providing support free of political or economic conditions, and in accordance with internationally agreed principles and guidelines, established on the basis of consensus. It is one of the purposes of the present report to provide member States with a status report on progress being made on a number of the fronts for implementing those guidelines, with a view to making operational activities more effective and responsive to the needs of developing countries.

II. PROGRAMME DEVELOPMENT

A. Country strategy note (CSN) status report

11. Considerable progress has been achieved with respect to the introduction of the country strategy note (CSN) since the consideration of the subject by the Economic and Social Council in July 1993. Over 40 countries have chosen to prepare a CSN and many more are expected to do so in the near future. The CSN is having a positive impact on coordination and is enhancing substantive collaboration at the field level. The real test of the value of the CSN - when it is used in relation to the preparation of country programmes and as a framework for the preparation of major programmes of assistance - is still to come.

12. In support of this effort, and to draw on national experience, a country strategy workshop involving 11 senior national officials, resident coordinators and other United Nations system officials was held in Turin, Italy, from 11 to 14 October 1993. 1/ This workshop helped to clarify some practical questions, within the parameters established by the General Assembly in paragraph 9 of its resolution 47/199 and the ACC guidelines (see E/1993/73, annex II).

13. Subsequent to this workshop, guidance elements were developed in consultation with the organizations of the United Nations system and issued in March of this year. They have already provoked positive feedback and are facilitating the preparation of CSNs. The guidance elements paid particular attention to ensuring that the purpose of the CSN is clearly understood, to suggesting how the content of the CSN and the preparatory process might best be organized, and to outlining the practical implications of the CSN, particularly as a frame of reference for programming United Nations system development cooperation.

14. Information provided by resident coordinators, including copies of official communications from Governments, shows that as of mid-April 1994, 43 countries had formally indicated their interest in pursuing the CSN. More detailed information on progress being made is provided in annex II to this report. For another 12 countries, information was provided by resident coordinators indicating the Government's interest, but no formal communication has yet been received. For this category also, some preliminary work on the CSN is in progress. To date, only one country has completed a CSN.

15. With regard to the remaining Governments, one has formally indicated that it does not wish to adopt the CSN. Several Governments are inclined not to pursue the CSN at this time and decisions are pending in at least 40 countries.

Moreover, special circumstances prevailing in close to 20 countries preclude the possibility of actually pursuing a dialogue on the CSN at this time.

16. Considerable attention is being given to learning from the first efforts to prepare the CSN and to providing the requested support, including national workshops. The various organizations of the United Nations system have provided strong support to this process, including resources and substantive guidance. It is expected that by next year it should be possible to assess on a preliminary basis the effectiveness with which the CSNs have contributed to enhancing the coherence and impact of United Nations system support.

B. Adaptation and harmonization of programming cycles

17. JCGP established the following targets pursuant to paragraph 10 of General Assembly resolution 47/199:

(a) To achieve by 1996, 80 per cent coverage of countries as concerned the harmonization of programming cycles of UNFPA, UNDP and UNICEF and to relate them to WFP projects;

(b) In countries with a national plan, or its equivalent, to adapt the programming cycles of UNFPA, UNDP and UNICEF, in accordance with the preference of the recipient country, to the plan (either one year before, the same year as, or a year after, the plan);

(c) In countries without formal plans or their equivalent, to harmonize the programming cycles among themselves, taking into account the needs of governing bodies.

18. Based on these targets, JCGP decided in late 1993 to issue a joint UNDP/UNICEF/UNFPA letter signed by the executive heads of the three organizations to all resident coordinators, country directors and field representatives. It contained detailed guiding principles on how to proceed with the harmonization of country programme cycles. Those principles stipulated that the United Nations system cycles should correspond to the national development plan cycle wherever possible. In countries where a national development plan did not exist or was not relevant in the Government's planning process, consultations were to take place with Governments regarding the preferred duration and time-frame of the United Nations cycles.

19. In countries with emergency situations and where circumstances permitted, the three JCGP organizations were to discuss their programme cycles with the Governments. In countries where Governments did not have strong views on the subject, it was stipulated that a joint decision should be taken by the three organizations.

20. Following a detailed review harmonization can be achieved in most cases by adjusting the programme cycles of individual organizations. A number of countries' proposals were submitted for consideration by the executive bodies of the three JCGP organizations.

21. There is now a plan in place on the harmonization of programming cycles for all countries except where local conditions are not conducive to such an approach. It will be implemented with the start of the new programme cycles.

C. Programme approach

Overall situation of the implementation of the programme approach

22. The present section provides, as requested by the Economic and Social Council, in its resolution 1993/7, paragraph 4, an assessment of the implementation of the programme approach at the country level. The implementation of the programme approach by the United Nations development system was reviewed on the basis of reports for 1993 of resident coordinators and the findings of assessment missions undertaken to agencies headquarters and selected developing countries. 2/ Those findings were discussed at an inter-agency informal consultation held at Turin from 28 to 30 April 1994, and submitted to CCPOQ on 2 and 3 May.

23. The overall conclusion of the assessment can be summarized as follows: there is a strong commitment at all levels to using the programme approach; there is agreement on the basic principles for its application at the country level; there is an emergence of a programme approach logic, which coexists with the adoption of the project modality, particularly among those organizations that have recently adopted this approach; a more systematic and widespread use of the programme approach is taking place by using a variety of techniques; when effectively applied, the approach has proved to be a useful tool in improving substantive collaboration among United Nations system organizations. There is need to achieve greater consistency in the application of the programme approach. The effectiveness of the approach depends on a full understanding of its key elements and the proper implementation of those elements. Specific stages in the application of the programme approach are identified below. Those stages are being adjusted to specific country situations and to the specific requirements of each organization. An important element, on which information is provided in this section, is the question of monitoring and evaluation within the programme approach; to ensure full accountability built-in mechanisms for monitoring and evaluation are considered essential.

24. Two years after the United Nations launched a system-wide coordinated endeavour on behalf of the programme approach, the United Nations system possesses the main elements of a common understanding of the complex concept of that approach, and is making progress in its implementation. The programme approach opens up new opportunities to strengthen the capacities of Governments to manage inputs and activities, to integrate policy-making and priority-setting into operational programmes, and to set norms and standards for monitoring and implementation towards agreed targets, thereby promoting sustainability of development initiatives in the long run.

25. The programme approach is a modality that involves the United Nations system with upstream activities, such as strategic assistance, policy dialogue and aid coordination. By reducing the myriad of separate activities that characterize unconnected projects, the programme approach can enhance the

relevance of United Nations cooperation, its quality and effectiveness. It is also proving to be a useful tool for improving collaboration among United Nations organizations at the country level, favouring the existence of complementarity among them. It is attracting considerable interest among bilateral and multilateral donors, as it enables dialogue with the United Nations organizations and expands the possibilities of collaboration. The country strategy note process, where adopted, will benefit from the application of the programme approach, and vice versa. This positive situation arises from the existence of the following factors:

(a) Both Governments and United Nations organizations are frequently manifesting their will to support and pursue a programme approach in several ways. In some cases, official documents like policy frameworks or similar statements, development plans, recovery programmes, and guidelines for development assistance support have expressed this will explicitly, as confirmed by a few mission reports (for example, the programme approach has become government policy in Uganda and Bolivia). Concrete actions often translate this will into fact: programming procedures are being upgraded (for example, in Burkina Faso); and policy definition and programme development are being streamlined, and disarticulated collections of isolated projects, which used to prevail in development cooperation, are being replaced by new comprehensive approaches that focus on integration of activities and the attainment of well-defined priorities, programme objectives and targets;

(b) Although the programme approach is applied in various ways by organizations (and, sometimes, in different countries by the same organization), there is substantial agreement, within the United Nations system, on the basic principles that guide operations at the country level based on the common interpretation adopted by CCPOQ. Regarding the principal elements of that agreement one can mention that there should be an organic relationship between United Nations system activities and the national programme. The core of a programme approach by external donors is the use of their funds in a form best suited to achieving programme goals, no longer structured by projects but targeted to objectives (see E/1993/73, annex III, sect. A, para. 1). The programme approach requires the pursuit of national development goals through cohesive national programmes and that United Nations system inputs should be merged with national and other external inputs in support of programmes that have been conceived by the host country with such external assistance as it may seek (see E/1993/73, annex III, sect. B, para. 3. This element is reflected in the linkages between the country strategy note, country programmes and/or strategies of the United Nations organization and the national priorities of each country. Continuing efforts to internalize and integrate individual United Nations contributions within national plans, programmes and strategies are reported;

(c) A programme approach logic or culture is emerging in most United Nations organizations when they are designing their field operations, even if activities are still formulated in the project format as the prevailing modality. Although procedures vary within the United Nations system and among countries, this tendency is also shown in the growing concentration of external assistance within a smaller number of activities, in an attempt to increase development impact, avoid duplication and improve cost-effectiveness. The

design of cooperation initiatives is better defined in programmatic and strategic terms. Flexibility in resource allocation and contributions from various external sources are being sought as better devices for achieving improved performance in United Nations cooperation. Impact monitoring is frequently included;

(d) More systematic and widespread use of the programme approach is being made on the basis of various techniques. The adoption of new guidelines by UNDP for the preparation of programme support documents (PSDs), already applied in a number of countries, may generate further momentum in the adoption of the approach. In some countries this methodology has found wide application and become government procedure. UNICEF has been using a comprehensive methodology of the programme approach for some time with clear linkages between the analytical phase and policy dialogue, on the one hand, and the programme development phase, on the other, and a strong emphasis on the identification of objectives and targets, and the employment of monitoring techniques. The programming methodologies followed by UNFPA, WFP and others include built-in mechanisms of impact monitoring and evaluation, and stress the need to harmonize with contributions from other organizations within articulated development strategies. The World Health Organization (WHO) operates on the basis of national health strategies. The involvement of specialized United Nations organizations (for example, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Industrial Development Organization (UNIDO), the International Civil Aviation Organization (ICAO) and the United Nations International Drug Control Programme (UNDCP)) in the preparation of sectoral master plans favours the inclusion of their technical assistance in consistent programmes. The programme approach has also been applied in response to directives of the General Assembly and Economic and Social Council, in the formulation of programmes in areas where the United Nations system has a strong advocacy role, such as poverty eradication, human development, education, deforestation, Agenda 21, 3/ and human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS). In these cases, the programme approach has energized the establishment of a close inter-agency collaboration.

26. While there is agreement on the definition and concepts of the programme approach, within the United Nations system, the United Nations organizations follow various paths in moving from the general concepts to action, along a continuum ranging from a "pure" programme approach to a mix of the project approach and some elements of the programme approach: global frameworks/strategies, national plans, interregional and regional programmes, intersectoral and sectoral programmes, integrated development projects, clusters of projects, and umbrella projects. Each of these levels represents attempts to respond to the notion of the national programme as defined by CCPOQ, although not all the elements of the programme-approach logic may be present in every case.

27. It is important to relate the existing development planning machineries to the requirements of the programme approach. There are countries that have comprehensive multi-year development plans, while others, especially those under structural adjustment, have often replaced these instruments with new programming tools, as the former were too rigid to accommodate institutional and structural changes. In this latter case, strategies are defined in practical

terms, and development initiatives (investment, technical assistance) are planned on a flexible, rolling basis instead of making use of a lengthy process of complex multi-year development planning. In either case, time-bound objectives are identified and are used as a basis for the programme approach; the United Nations development inputs represent contributions to the achievement of those objectives.

28. The existence of global plans cannot be considered a sufficient condition for the programme approach's being successfully applied. Only if the national programming machinery is fully articulated, from the macrolevel to the sectoral and operational levels, with built-in mechanisms of monitoring and evaluation, and adequate instruments for short-term adjustment, do these global planning mechanisms represent a satisfactory basis for the programme approach. In many other cases, these plans barely manage to define the vaguest of development strategies, with loosely conceived national goals and sometimes no time dimension. While the value of these loose plans should not be underestimated as strategic outlines, their role is none the less limited to the defining of priorities. In order to promote development with concrete activities, those plans are complemented by programming activities at an intermediate, operational level. Programmes are elaborated as managerial tools for decision-making, focused on specific priority areas, and defining targeted sectoral and intersectoral strategies and time-bound variables. This operational phase is the essence of the programme approach. When the addition of these new programming tools is required, the United Nations system can and does provide assistance in the formulation of operational programmes.

29. The field assessment reveals the extensive use of umbrella projects or clusters of related projects as a means of implementing the programme approach. Whenever these clusters of umbrella projects operate within an explicit and thorough national strategy, the programme-approach logic is being applied. This requires that, at the initial stage, a thorough assessment of the development needs and the operational definition of a strategy be carried out; otherwise, the links between projects become too loose, and monitoring activities cannot be implemented.

30. The relative size of a United Nations system activity in the host country may be relevant to the assessment of the application of the programme approach. The choice between the project and programme modality for specific initiatives often depends on the relative scale of the United Nations contribution: if the contribution is modest as compared with the global investment in a specific area, projects are often the answer. However, the programme approach may still be pursued if the individual projects are conceived as catalytic elements for larger national programmes, thoroughly designed, supported also by either domestic resources or non-United Nations donors.

31. The trend towards consolidating a number of small projects into a single larger one has rationalized cooperation. Projects that become larger are often treated as "programmes", particularly if they meet certain conditions, that is, if they are of significant size in relation to the sector in which they operate, or as related to the dimension of the national problems that they tackle, and if they include complex activities and a variety of objectives and targets; if they entail a multiplicity of actors and a variety of external donors; if they

reflect clearly defined strategies, and are sensitive to the socio-economic concerns of the target group (which are normally seen as "external conditions" in smaller-sized projects).

32. The application of the programme approach is expected to reflect the variety of mandates and the evolution of the United Nations system organizations, as well as different institutional and structural conditions of development planning prevailing in each country. However, some difficulties could arise if the programme approach is not pursued systematically and not all the operational elements of a "national programme" are available. In that case, some elements of programme-approach logic may be present, while others may be missing. For instance, the assessment of resource allocation and the design of programme components may be incomplete; the preliminary analysis of global development factors which affects programme formulation may be incomplete, leading to organizational and managerial consequences in the implementation phase of individual programme components; the inadequate analysis of the interaction between related initiatives may generate serious problems of inconsistency; managerial responsibilities in complex and heterogeneous programmes may be fragmented among individual components of the programmes or strategies; monitoring and evaluation may be defined only at the microlevel, thereby preventing national authorities and United Nations organizations from focusing on impact analysis; and, finally, in the absence of a programme framework, the flexibility inherent in using alternative inputs, within strategies bound to specific goals and objects, may be practically impossible to achieve. Procedural rigidities may appear, as are often seen with the project modality, where resources are allocated in separate project budgets (budget revisions being ordinarily allowed only within projects and within narrowly defined parameters).

33. In order to overcome these difficulties, the application of the programme approach should become more systematized and widespread. This may require more effort in preparing and working with the concerned national officials and United Nations system staff who are responsible for employing the new tools. The variety of procedures prevailing in the United Nations system and the complexity and uncertainty about the very nature of the programme approach, which still represents an innovation for many, make the understanding of the entire process difficult. As a consequence, the system is considering how to ensure that training activities improve awareness and knowledge of the programme approach both at the country level (for United Nations officials and national civil service) and at headquarters.

34. The relationship among United Nations organizations, government, other donors, and local communities will be affected, as the programme approach in its very nature requires much more complex and intensive policy dialogue among all relevant development actors, and a full understanding of the management requirements of the programme approach.

35. Although the programme approach has been designed for programme implementation at the country level, for its direct linkage with national programmes, national policies often internalize global and regional strategies. For example, Agenda 21 for the environment and the international strategy for the implementation of the Convention on the Rights of the Child are generally

reflected in national plans of action. The application of the programme apprcach at the intercountry programming level none the less needs to be further developed, including the review of the requirement for ownership, currently defined only at the country level.

36. While a few development themes may become the core of new country strategies, it is not always easy to accommodate all priority sectors requiring technical assistance. This explains the concern, often expressed by small and highly specialized agencies such as the International Maritime Organization (IMO), the World Meteorological Organization (WMO) and the International Telecommunication Union (ITU), with no field representation, that the programme approach, coupled with national execution, may diminish their contribution to the efforts of many countries to acquire technology and modern infrastructure in their respective fields of competence. It should not be overlooked, though, that highly specialized technological requirements are frequently present at the level of sectoral strategies, where the programme approach is easily applied. Sectoral master plans can thus be the ideal environment for the programme approach for these highly specialized United Nations system organizations.

37. In order to achieve a wider application of the programme approach, six steps or stages should be followed. They can facilitate the application of the programme approach:

(a) Assessment of the development needs of the country through situation analyses and sectoral reviews (based on national plans/priorities and United Nations goals/objectives/mandates);

(b) Articulated identification of development policies/strategies in order to allow the definition of priorities and their selection;

(c) Definition of how each of the priorities will be pursued, and identification of specific objectives and targets, bound in a clear time-frame;

(d) Programme development phase (in order to define United Nations system support, for each priority area there will be a more detailed situation analysis and needs assessment leading to specific programmes, taking account of estimated available resources; programmes will be articulated into a number of possible components or activities, often defined as individual projects);

(e) Definition of the modality of implementing programme components through consensus between United Nations organizations and beneficiary Government, ministry or community;

(f) Periodical programme reviews as regular components of the process, and inclusion of a built-in monitoring and evaluation mechanism.

38. The United Nations system is reviewing how best to ensure that throughout the programming exercise a continuing dialogue with the Government is maintained and extended to the other important development actors, including non-governmental organizations and the private sector.

39. As a result of consultation within the United Nations system, it was underlined that the programme approach should be a mechanism to identify and draw on the comparative advantage(s) of the United Nations system itself: the synergy between multiple United Nations organizations in this process may result in an exponential impact of the assistance provided. It is recognized that better interaction between and among global mandates, regional requirements and country development goals and challenges requires improved cooperation with Governments in some areas.

Monitoring and evaluation in the context of the programme approach

40. Particular attention was given by CCPOQ and other inter-agency consultation mechanisms to the question of monitoring and evaluation (M&E) in the context of the programme approach, including inter-agency consultations in April 1994 in Turin, and a review of draft principles on this subject prepared by the Inter-agency Working Group on Evaluation (IAWGE). Progress on the important subject of accountability is being made as the conceptual and practical issues of the programme approach are being resolved.

41. Monitoring is being conceived as a tool of ongoing programme management, closely linked to a continuing control of achievement of programme targets and objectives. Thus built-in mechanisms for M&E must be inserted at the beginning of programme design.

42. It is recognized that the introduction of an effective M&E system is an essential component of the programme approach. Such systems are needed to address such issues as policy matters, relevance of the programme in an evolving environment, and managerial concerns including coordination, appropriate allocation of resources, performance (including effectiveness and efficiency), sustainability (including capacity-building) and impact.

43. The importance of the involvement of national authorities in the M&E activities within the programme approach is consistent with the fundamental responsibility and ownership that the Government assumes as regards its national programmes. This is being recognized by the system. The need to develop national systems for monitoring and evaluation of programmes is a normal consequence. Links with the monitoring and evaluation requirements of the individual United Nations organizations need to be further explored, inter alia, by various governing bodies dealing with the accountability of resources at the disposal of various organizations.

44. Although the ultimate responsibility of M&E activities lies within the country, the United Nations system must be involved by contributing to the development of national systems of M&E. Similarly, collaboration with national authorities in M&E activities must be strengthened, with account being taken of the comparative advantage and expertise accumulated in this area by United Nations organizations. Individual countries should have access to United Nations system technical expertise, in their attempt to upgrade their national capacities in this area, both at the stage of the formulation of new initiatives and during their implementation.

45. Consideration is being given to whether there should be only one system for M&E in the context of the programme approach, namely the national system, which should also service the specific needs of United Nations organizations in terms of ensuring accountabilities to their governing bodies and their funding sources. This idea needs to be further analysed to verify whether a national programme evaluation framework would be sufficient in the view of the governing bodies of United Nations organizations. Moreover, further study is under way on the following issues: (a) the application of an M&E methodology to global, regional and subregional programmes; (b) the design of feedback mechanisms to make use of the findings of the evaluation activities for other programmes; and (c) the methodological difficulties in evaluating the performance and impact of individual agency/donor support to a national programme.

D. National execution

46. The Economic and Social Council, in its resolution 1993/7, paragraph 5, requested the Secretary-General to undertake a review of the progress made by the United Nations system in applying national execution at the country level, including an assessment of the experience gained of the implementation at the field level of the common United Nations system guiding principles for national execution. In responding to this request, a three-pronged approach was adopted: (a) review of the relevant information contained in annual reports of the resident coordinators for 1993 which contained a specific section on this question; (b) review of responses received to a detailed questionnaire sent to selected resident coordinators; and (c) missions to eight developing countries. 4/ The terms of reference for the missions which were formulated in consultation with the organizations and agencies of the United Nations system were also used as the basis of the questionnaire sent for written reports from selected resident coordinators.

47. An inter-agency meeting convened by the United Nations at the International Training Centre of the International Labour Organization (ILO) in Turin, Italy, in the last week of April 1994 reviewed the reports and findings of the missions. The report of this meeting was considered at the inter-sessional meeting of CCPOQ, held in Geneva in early May (see ACC/1994/12), including recommendations for steps to be taken by the system to facilitate the implementation of this modality. The present report draws upon all these sources and provides an overview of the progress achieved in the implementation of the modality of national execution and provides some indications for further action, which are also reflected in the appropriate section of the work plan contained in annex I.

48. The implementation of national execution by the United Nations system, in terms of the common interpretation formulated by CCPOQ, is characterized by broad acceptance, although there are wide disparities in extent (5-100 per cent) and wide diversities in approaches.

49. This modality has been most widely introduced in the case of UNDP-supported programmes and projects. In many countries, nationally executed programmes and projects exceed 80 per cent, and are moving towards 100 per cent, of those supported by UNDP. UNICEF and WFP have already achieved complete national

execution, while UNFPA is very close to achieving a similar level in many countries.

50. In some countries, particularly in Africa, only a small proportion - about 5-10 per cent - of UNDP-supported projects/programmes are being nationally executed. While in general terms the low percentages are attributable to a joint UNDP/government assessment of the level of executing capacity, it is not always possible to strictly correlate relative percentages and relative national capacities.

51. In terms of approaches taken by the various funds and agencies, diversity remains, due primarily to the precedents and practices adopted over time, the nature of the activity and the mandates determined by the governing bodies. UNDP has for many years relied on the United Nations system executing agencies as executing agents. The introduction of national execution thus involved a major change as the executing role was being transferred to the government. UNICEF- and WFP-supported programmes and projects have been implemented under the national execution modality for many years. UNFPA, in some countries, functions as a procurement agent for the projects that it supports, leaving the government to undertake the central functions of an executing agent. During the last two years, UNFPA has rapidly turned to national execution. Specialized agencies like FAO, WHO and UNIDO, in so far as their non-UNDP funded projects are concerned, combine the functions of funding body and executing agency, with implementation functions often being assigned to a national entity.

52. The common interpretation formulated by CCPOQ in response to the request contained in paragraph 22 of General Assembly resolution 47/199 reflects the fact that the implementation agency can be distinct from an executing agency, although the latter has overall responsibility, inter alia, for substantive accountability. This distinction is an important one and one that is helping in the further decentralizing of national execution to the most appropriate entity. In UNDP-supported projects, where a governmental agency, such as a ministry, is designated as an executing agency, the functions of an implementing agency are often delegated to other national agencies, such as autonomous institutions or other bodies closer to the field, and having the requisite technical and administrative capacity. In some cases, Governments designate a United Nations system agency as an implementing agency, in recognition of the specialized nature of the work and the competence and expertise available in that agency. In the case of UNICEF and WFP, their programmes and projects are usually developed in consultation and agreement with the government, and at the time of their formulation, agreement is reached on those elements that will be implemented by the government and those by other national bodies as well as on those that will be carried out by the funding body itself. When required, UNICEF undertakes selected functions such as procurement and supply of equipment. In the case of WFP, supply of food constitutes the resource and the actual process of transportation and distribution is generally left to the concerned government agency.

53. In regard to financial procedures under national execution, important differences still exist. Thus, UNDP makes quarterly advance payments and expects expenditure reports at the end of each quarter. UNICEF generally reimburses the actual expenses already incurred. The role of implementing

agencies, particularly in a programme context, is becoming specially important. It involves many of the substantive functions, and executing agencies such as ministries assume responsibilities for overall management, financial reporting and accountability.

54. In regard to decentralization of some of the functions of an executing agent or implementing agency to a non-governmental organization or other grass-roots body, there are different practices and policies in the United Nations system. UNICEF has long been involved in associating non-governmental organizations, with the agreement of the host country, and private institutions in its activities. Specialized agencies like WHO have also selectively used non-governmental organizations in carrying out technical cooperation. UNDP's rules and procedures permit the use of non-governmental organizations as an implementing agency, but overall executing agent functions are assigned to a governmental agency which assumes financial and administrative accountability. The trend is increasingly in the direction of using non-governmental organizations and consideration could be given to using them as executing agents as long as financial accountability can be ensured.

55. An important issue in national execution is the question of accountability. In this context, Governments play a triple role: as sovereign entity, as a recipient and as an executing agent. Furthermore, in many programmes Governments contribute substantial resources, often many times greater than the United Nations system. This requires changes and adjustments in the traditional way the functions of accountability, monitoring and evaluation have been discharged. It also requires that Governments be assisted in acquiring the necessary skills and capacities for monitoring and evaluating programmes and projects. Efforts are under way within the systems to meet this important need; the role of specialized agencies is particularly relevant as concerns substantive and technical accountability and more progress may need to be made in this regard with respect to UNDP-supported projects/programmes.

56. As indicated earlier, wide disparities exist in different countries in relation to the extent and degree to which national execution, particularly UNDP-supported programmes and projects, has been adopted. In terms of capacity and preparedness, there are significant gaps, particularly among the least developed countries. The United Nations system, through the resident coordinators, has conducted workshops, seminars and training to build and enhance national capacities for executing programmes and projects. The Administrator of UNDP in December 1993 issued special instructions to UNDP resident representatives to provide direct country support to national execution, and procedures were modified to provide a legal framework for more efficient support to Governments complying with responsibilities in the implementation and execution of UNDP-supported projects. UNDP has also used "add-on funds" to create and support special units in many countries. This approach lightens the burden on government institutions of applying UNDP administrative requirements to projects that they execute.

57. The process of selecting an appropriate organization for national execution is carried out jointly by the Government and the funding agencies. In some countries, different national executing agencies have been identified for different phases of the same project.

58. While these support units, which are temporary in nature, have been found to be useful, there are many other countries, particularly least developed countries and countries in Africa, that have not created such units. Furthermore, the capacity to execute programmes and projects and to manage various inputs and complex programmes and projects requires a broad range of skills and capacities. There is still a need to assist and build national capacities for national execution. Needs vary from country to country and a country-specific assessment must be made to identify the precise requirements and to tailor appropriate modalities and strategies.

59. A fundamental issue concerning national execution is the role of the specialized agencies of the United Nations system. The General Assembly, in paragraph 19 of its resolution 47/199, recognized the important role of the specialized agencies of the United Nations system within their respective areas of competence and the need for a clear division of labour in facilitating and providing the necessary technical and substantive expertise for programmes and projects supported by the United Nations system. In the same resolution (para. 17), the Assembly also stressed the need for the United Nations system to strengthen its capacity to provide policy and technical support and advice at the request of recipient countries. There is concern among agencies, inter alia, at the country level, that their technical and substantive role is not sufficiently integrated into national execution. This perception is particularly prevalent in the context of UNDP-supported programmes and projects. Concern has also been expressed by the smaller and more sharply focused agencies such as ITU, ICAO, the Inter-Governmental Maritime Consultative Organization (IMCO) and WMO which, unlike the bigger agencies, do not have field-level presence and country-level representation.

60. It has been generally acknowledged that while national execution divests agencies of their overall managerial and executing responsibilities, it should not compromise their analytical, technical and technological roles, particularly as concerns technical back-stopping and monitoring required for effective substantive accountability. Moreover, in a broader sense, the critical role of technology in the development process is increasingly being recognized and many developing countries are looking towards the United Nations system to provide them with affordable access to advanced technologies as well as to blend their traditional technologies with modern science-based technologies.

61. UNDP is acquiring useful experience under its new successor agency, technical support services (TSS), in this regard. Under this arrangement, the larger United Nations agencies carry out sectoral or thematic studies at the request of UNDP under TSS-1 and monitoring and other technical back-stopping services in connection with nationally executed projects under TSS-2. There is some concern that TSS-2 arrangements have not led to effective United Nations system involvement in many countries. Furthermore, smaller technical agencies use the old support cost system and thus have no access to this facility. The specialized agencies of the United Nations system are also expected to complement these resources with their own "in-house" resources so that together they are sufficient to finance the inputs from the specialized agencies. There is some reluctance by specialized agencies to be involved in operations for which they are not executing agency, a situation aggravated by the fact that there is a general shortage of funds within the United Nations system.

62. Given the growing sophistication and complexity of development cooperation and the variety of emerging needs, the United Nations system and the United Nations agencies in particular would need to adopt and sharpen their technical and technological capacities. This becomes particularly topical at a time of rapidly changing requirements and technological advances and when many Governments are formulating specific programmes and projects to implement global agreements like Agenda 21.

63. In summary, the United Nations system is now firmly committed to national execution as the norm for executing United Nations operational activities. Although significant differences remain, the primary objectives of internalizing external assistance and establishing the central role of Governments in the direction and disposition of resources and the control of operational activities are now achieved. At the same time, there are several countries, particularly in Africa, that do not have all of the required technical and administrative capacity to manage the various inputs and issues that are involved in national execution. That capacity will become even more critical as the system moves towards the programme approach. Increasingly, national execution and the programme approach will converge, and this will facilitate an integration of all facets of development cooperation. It will also, in turn, necessitate a continuous adaptation of accountability, appraisal, monitoring and evaluation to take note of the changed roles of the Government, of the funding bodies and of United Nations agencies. Experience over the last two years has also highlighted the need to review how the specialized agencies of the United Nations system can contribute effectively to nationally executed programmes and projects, particularly for substantive accountability and technical back-stopping.

III. RESIDENT COORDINATOR SYSTEM AND COORDINATION AT THE COUNTRY LEVEL

A. Resident coordinator and coordination

64. The strengthening of the resident coordinator function has received priority attention; clear results have been achieved and further steps are in progress.

65. At the UNDP Global Meeting held at Rye, New York, from 21 to 25 March 1994, the importance of these efforts was stressed by the Secretary-General, who reiterated the importance of strengthening the resident coordinator system in accordance with General Assembly resolution 47/199. He also expressed support for the JCGP approach, elaborated below, to expanding the "pool" of candidates. The ideas and recommendations on substantive collaboration arising from the Global Meeting are in the process of being reviewed for eventual implementation, and strengthened substantive collaboration within the United Nations.

66. Earlier, the JCGP High-level Meeting, Dhaka, Bangladesh, 6-8 February 1994, approved a proposal by UNDP (elaborated in a JCGP working group) on establishing country-specific vacancy pools, essentially in connection with the annual reassignment exercise. Candidates would be recommended by JCGP executive heads, and the intention is to draw also from the system at large, and other sources.

In making a selection, the Administrator will take into account advice and comments from executive heads and from JCGP meetings at the senior level. The selected candidate(s) will be submitted by the Administrator to the Secretary-General. Upon agreement of the Secretary-General, the existing procedures for consultations with members of ACC and for obtaining clearance from host countries will be implemented by the United Nations. Once these steps are concluded, the designation of the resident coordinator by the Secretary-General will take place.

67. As these new arrangements have just been established, it is too early to provide a specific assessment on results achieved. A few candidates from JCGP have already been nominated and designated, and it is expected that the full effect of the new system will be felt in next year's reassignment. The spirit of cooperation that this agreement exemplifies is having a positive effect on other elements in the functioning of the resident coordinator system, including more effective substantive collaboration and coordination.

68. Thus CCPOQ, through a working group chaired by the United Nations, will revise and update the guidelines on the functioning of the resident coordinator system, taking into account recent legislation and agreements, inter alia, in the area of humanitarian assistance. Moreover, an effort will be made not only to improve the monitoring of performance in relation to these guidelines, but also to provide newly appointed resident coordinators with systematic and substantive support and training. A strengthened system of annual reporting by resident coordinators is in place, including a careful analysis of the reports to identify further areas for improvement. CCPOQ has reviewed an analysis of the reports and will take it into account in consolidating guidelines. It is expected that most of these measures will be operational by early next year.

69. Resident coordinators are being asked to enhance coordination by providing substantive leadership in a variety of tasks. In addition to personal qualities, experience and professional knowledge, and systematic support, resident coordinators also need further financial and human resources support. Some steps in this regard are being considered, particularly in relation to specific tasks, such as the preparation of the CSN and the programming of joint activities in fields such as poverty, AIDS and human development.

B. Coordination arrangements

70. The General Assembly, in its resolution 47/199: (a) (para. 40) called upon resident coordinators to take the necessary steps, in those countries where the scale of the activities of the United Nations and the number of funds, programmes and specialized agencies so justified, to establish, in consultation with host Governments, an appropriate field-level committee which would serve as a United Nations coordinating mechanism in all the countries concerned; (b) (para. 41) called upon that coordinating mechanism to undertake advisory functions including the provision of guidance and advice on proposed programmes of funding organizations, the review of agency sector strategies and evaluations and the investigation of specific problems and issues requiring a coordinated response; and (c) (para. 39 (g)) requested the Secretary-General to strengthen the resident coordinator system with the aim of allowing the resident

coordinator to propose the amendment of country programmes and major programmes and projects to bring them into line with the country strategy note (CSN), where in place. In this connection it is understood, as stated in the same resolution, paragraph 11, that assistance should be based on an agreed division of responsibility among the funding organizations, under the coordination of the Government, in order to integrate their response into the development needs of recipient countries.

71. As had been communicated to the General Assembly in 1990, the consolidated ACC agreements of 1989 and 1990 on the resident coordinator system encouraged resident coordinators to establish inter-agency advisory groups focused around priority sectors or themes to assist in facilitating a coherent and integrated approach by all organizations in support of the Government's plans and priorities. Such groups would normally be chaired by the agency or group most directly involved with the sector or theme. Moreover, the ACC guidelines on the CSN, communicated to the Economic and Social Council in 1993 as part of the Secretary-General's progress report on the implementation of Assembly resolution 47/199 (E/1993/73, annex II), called for the establishment of appropriate field committees, in accordance with Assembly resolution 47/199, and for the resident coordinator to form subgroups focused on the key themes of the CSN, chaired by the organization or individual best suited to the task (including the resident coordinator) and operating under the overall guidance of the resident coordinator.

72. Based on these parameters, during the past year the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat has been monitoring the establishment of field-level coordinating committees and associated thematic groups, inter alia, in the light of the steps being taken in several countries to formulate a CSN. Significant progress has been made by resident coordinators in implementing the measures called for in General Assembly resolution 47/199 regarding field-level coordination mechanisms. It has also become evident that efforts to improve coordination at the field level have enhanced communication, and created a new willingness to identify common problems, to join forces in solving them, and to take innovative steps to do so in the interest of better meeting the needs of host countries. The role and interest of the host country in coordinating external assistance are a key factor in determining the effectiveness of coordination within the United Nations system. In addition, the team leadership qualities of the resident coordinator are an important element. In this regard, the senior field representatives workshops carried out under CCPOQ auspices at the Turin Centre are playing an important supportive role.

73. In 34 of the 128 countries that have resident coordinators and on which data have been obtained, special circumstances preclude the establishment of coordination arrangements. Such circumstances include a very small United Nations presence and/or programme, emergencies and political constraints.

74. Of the remaining countries, 74 have established field-level coordinating mechanisms. In 45 of those countries, both a coordinating committee and associated thematic subgroups have been established. In 19 countries there is a coordinating committee but thematic groups have not yet been set up, and in 10

countries there are thematic groups but no separate, formally constituted coordinating committees.

75. Most of the 43 countries that have decided to proceed with the CSN have established coordinating committees and thematic groups. Those that have not are planning to do so as soon as the CSN formulation exercise gets under way.

76. Scope and structure vary, depending on the size and circumstances of countries and the United Nations presence. Field-level coordination committees in general aim to improve coordination on policy; administrative, operational and security issues; and, in cases of emergency, humanitarian assistance. Typically, coordination evolves to cover identification of areas for joint action and issues of a more programmatic and substantive nature. Usually meetings are held on a regular basis, frequently monthly. Often the venue rotates from agency to agency. Committees are usually chaired by the resident coordinator, although they may be chaired by a representative of another organization in emergency situations. In some countries, the Consultative Group meetings, led by the World Bank, are central to coordination efforts.

77. Thematic groups and subgroups are usually led by the agency that has the strongest mandate in each sector, or co-chaired by two such agencies. In some countries, however, the Government leads them, while in others they are chaired by UNDP programme officers. Occasionally, donors take a leading role in thematic subgroups.

78. Many of those subgroups deal with the concerns of the provisions of General Assembly resolution 47/199, such as national execution, harmonization of rules and procedures and common premises and the CSN. Frequent focuses of these thematic subgroups in different countries include environment, women in development (WID), human development initiatives, nutrition, health, water and sanitation, AIDS, poverty alleviation, food security, World Summit for Children follow-up, education, structural adjustment, administrative reform, small- and medium-sized industry, private sector development, rural development, population and drug control.

79. The resident coordinators in some countries have indicated that there is no need for thematic groups because the overall coordination committee deals directly with sectoral/thematic issues or that such committees will be formed at the time of the formulation of a CSN. In a few very small countries, substantive coordination and joint programming are carried out in a less formal manner.

80. The diversity in the level and nature of coordination seems primarily attributable to the different circumstances facing each country, including the Government's own policy on coordination. The managerial approaches of resident coordinators appear to play a role as well. Also important are the approaches taken to coordination by agencies.

81. There are constraints to field-level coordination that still need attention. These include the need to further update and consolidate the guidelines for the functioning of the resident coordinator system, to improve understanding of mandates and capacities among all members of United Nations

country teams, to agree on a clear division of labour based on the mandates and comparative advantages of each organization and to find a solution to the persistent problem of inadequate financing for the relatively modest costs of the coordination required if the United Nations is to deliver its support to host countries in the most effective manner. Although some ad hoc solutions to the resource problem have been found, they tend to rely heavily on the individual abilities of the resident coordinator and they are not system-wide. This problem was addressed last year in Economic and Social Council resolution 1993/7, paragraph 7, and deserves continued attention.

IV. PROGRAMME ACCOUNTABILITY AND SUPPORT

A. Monitoring, evaluation and audit

82. The United Nations system, through both JCGP and CCPOQ, has taken steps to harmonize evaluation and monitoring policies and procedures, with the aim of implementing a harmonized approach on 1 January 1995, as requested in paragraph 34 of General Assembly resolution 47/199.

83. The evaluation units of JCGP funds and programmes prepared a report containing the elements for the harmonization of monitoring and evaluation. Based on the earlier work by the Joint Inspection Unit (JIU) and the United Nations system in developing a common glossary of terms and concepts, the report prepared by the JCGP group defines alternative approaches to putting into practice these agreed concepts. It analyses three alternative strategies for achieving greater harmonization of monitoring and evaluation and focuses on three topics: (a) project/programme policies, concepts and products; (b) monitoring products for the project/programme; and (c) coordination mechanisms (common consultant roster, database sharing, training and joint evaluations). JCGP will act on this report at its next meeting with the aim of meeting the requests contained in General Assembly resolution 47/199, paragraph 34. It is expected that once JCGP has taken a decision on this matter in September, work will proceed on project/programme policies and products, particularly in the context of the programme approach. This work can be completed by late 1994.

84. Regarding management audit systems, a meeting among JCGP agencies to discuss this issue was held in January 1993. At the meeting, four of the five JCGP organizations reaffirmed the adoption of the General Specific Standards for the professional practice of Internal Auditing adopted by the Internal Audit Services of United Nations Organizations at their 22nd meeting held in 1990. The fifth JCGP organization adopted the standards, and complete harmonization of audit standards within the JCGP was thereby achieved.

85. In addition, JCGP members adopted the definition of management audit that had been presented by the Institute of Internal Auditors to representatives of the Internal Audit Services of United Nations Organizations at their 23rd meeting in 1991. Finally, common guidelines for harmonization of management audit procedures for audit of the programme and project cycle are being developed by the JCGP working group on this matter.

86. A study on prospects for greater harmonization of aid accountability among JCGP partner organizations has been commissioned by UNDP, UNICEF, UNFPA and WFP. Recommendations as to how all five organizations' accountability requirements could be harmonized will result from this study, which was scheduled for completion by end-April 1994.

87. Special attention is being paid to strengthening national capacity in evaluation and to the question of feeding the lessons learned through monitoring and evaluation into improved programmes. Concerning the former, efforts are in progress to assess capacity at the national level and to determine how the United Nations system can best assist in strengthening national capacity. Moreover, UNDP is active in building national capacity in evaluation. Workshops have been conducted in Africa, Asia and Latin America. Common objectives in this regard are being pursued in cooperation with the Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) and the World Bank.

88. Concerning the question of feedback of lessons learned through evaluation, greater effort is still required to review this question in a more systematic manner, including the system level. Therefore, IAWGE has placed this item in the agenda of its next meeting. The question was to be considered by the UNDP Executive Board at its second regular session, 10-13 May 1994, on the basis of a report (document DP/1994/24).

89. It is anticipated that as a result of these various steps a more harmonized approach to the monitoring, evaluation and audit of United Nations system operational activities for development will be achieved by next year. It is expected that greater attention will be paid to national capacity-building, inter alia, in the context of the programme approach (see subsect. II.C).

B. Harmonization of policies and procedures

90. Action under this heading is guided by paragraphs 29-34 of General Assembly resolution 47/199.

91. A working group established by JCGP in 1993 under the chairmanship of the United Nations considered the development of a common manual as requested in paragraph 33 of General Assembly resolution 47/199. An analysis of the issues involved in preparing such a manual was undertaken with a particular focus on defining the potential burden on recipient countries in their interaction with the United Nations system. The analysis also focused on the fact that the key areas for harmonization should involve the rules and procedures concerned with strategy formulation, programming and programme implementation. This analysis revealed that moves towards standardized and uniform procedures, as compared with harmonized approaches, would be too time-consuming and expensive in terms of necessary retooling of organizational systems and training. The analysis also highlighted the fact that rules and procedures are affected by decisions and processes in the broader context of strategy formulation and programming exercises. A meaningful approach to harmonization should therefore focus on these dimensions.

92. Based on this analysis, the JCGP High-level Meeting held in Dhaka from 6 to 8 February 1994 concluded that work towards a common manual could be undertaken most positively by building up, block by block, those areas where agreement had been reached. It was further acknowledged that a proactive approach should be taken in building up these blocks, as has in fact been the case with the ACC agreement on the programme approach and national execution, and progress in the areas of monitoring and evaluation and the CSN. It is expected that the last-mentioned elements will constitute the core of the common manual. CCPOQ, at its second session, held in Geneva from 21 to 25 February 1994, concurred with the above approach (see document ACC/1994/3, para. 33).

93. In view of the above, it is thus planned to consolidate the various agreed guidelines and common interpretations into a single, integrated text which would be widely distributed and used as a training and operational support tool. This text will be updated as agreements on specific areas are achieved.

C. Decentralization

94. Action for increased decentralization of the operational activities for development of the United Nations system is guided, inter alia, by paragraphs 24-27 of General Assembly resolution 47/199. It involves action to increase delegated authority at the country level and the strengthening of capacity at that level in relation to programme requirements.

95. A unique strength of United Nations system operational activities is their high degree of decentralization, a sine qua non for daily contact with Governments and interaction with non-governmental organizations and civil society. To ensure effectiveness and efficiency in operational activities for development, which are undertaken at the request of Governments and in accordance with their specific needs and priorities, decentralization, flexibility and adaptability are of key importance.

96. As already indicated in last year's report and recognized by the General Assembly in its resolution 47/199, decisions to increase decentralization of operational activities for development are the responsibility of each governing body of the United Nations system and executive heads, in the specific context of their mandates, the nature of the services they provide and the funds available for operational activities for development. A detailed report on measures taken in this area is contained in annex I to this report.

97. The question of decentralization is also dealt with at the collective level. In November 1992, for example, the Consultative Committee on Substantive Questions (Operational Activities) of ACC issued guidelines on enhancing the role and effectiveness of the resident coordinator/representative system in regard to organizations without independent field representation in order to ensure that developing countries would be familiar with the technical capacities of those organizations without field representation and able to tap those capacities as required. At its first regular session of 1994 (14-18 March) CCPOQ was informed that its Working Group on Decentralization had identified the following five broad areas related to decentralization for further review over the coming months: secretariats/mechanisms, governing body responsibilities,

funding, delegation of authority and field structures. To assist in this effort, CCPOQ is studying data on field staff resources.

98. A few key trends can be discerned with regard to decentralization within the United Nations system:

(a) The emphasis on decentralization runs parallel to and reinforces the other provisions of General Assembly resolution 47/199, including the programme approach and the extension of national execution. As these processes are becoming progressively country-focused, the level of delegation of authority and the creation of capacity at the country level will become more comparable among concerned organizations;

(b) Decentralization is occurring in the framework of a changed environment in which operational activities for development are being carried out. In order to adapt to these changes, many institutions in the United Nations system engaged in operational activities for development have been undergoing deep reorganization. In line with their mandates, there has been a refocusing and a streamlining of those institutions (see annex II) which has had a major impact on the Headquarters-field relationship;

(c) Changes have occurred in the relationship between UNDP and executing agencies as a result of the dramatic shift in the way resources for development are being used. Within this environment, United Nations system organizations and programmes have been taking specific measures to enhance decision-making authority and capacity at field levels. These include decentralizing approval authority, moving functions to the field, and strengthening national capacities through training programmes (see details in annex II).

D. Training

99. One of the major innovations of General Assembly resolution 47/199 is its recognition of the importance of training programmes as an integral part of requirements and promotion of an integrated system-wide approach to operational activities (see paras. 43-46).

100. Two interlinked concerns are the focus of the resolution. One is to strengthen the capacity of the system particularly at the field level, and the other is to provide programmes for government officials and other nationals involved in development activities to facilitate the shift to the programme approach and to promote effective and innovative execution modalities.

101. In responding to these requirements, the Secretary-General has emphasized that training within the United Nations system should be an integral part of a coherent strategy of reform to make operational activities more effective, particularly at the country level. As one of the means to achieve this goal, the training dimension has received special attention at the level of CCPOQ and JCGP, and through a United Nations/ILO Working Group, as well as through the training services of various United Nations organizations.

102. Since 1991, an effective training programme for United Nations system country teams has been implemented involving three to four workshops yearly. The workshop participants develop effective techniques to strengthen coordination arrangements at the country level, focusing on substantive collaboration on the priorities of the countries to which they are assigned. These workshops are increasingly being followed up at the national level, with the follow-up involving senior national officials and other United Nations system colleagues.

103. Also within the framework of CCPOQ a major new programme to strengthen the capacities of national officials in the management of the development process was launched in October 1992. It involves the training of trainers and is implemented in close cooperation with national and regional training institutions. The training modules are being improved in the light of experience acquired in the first three workshops. New modules are being developed in parallel. Three workshops are conducted in Turin annually at this stage. Updating and regional refresher courses are being considered for the future.

E. Common premises and services

104. In its resolution 47/199, paragraph 42, the General Assembly welcomed the decision of JCGP to set a target for increasing the number of common premises, while emphasizing that this should be achieved in cooperation with host Governments in a way that increased efficiency through, inter alia, consolidation of administrative infrastructures of organizations concerned, without increasing the costs for the United Nations system or for developing countries.

105. To proceed with its plan to increase the number of common premises, JCGP requested information from resident coordinators. On the basis of the data received, the JCGP High-level Meeting, held from 6 to 8 February 1994 in Dhaka, Bangladesh, reviewed the issues raised and the recommendations made and agreed to the following:

(a) To establish jointly a small initial management unit located in UNDP;

(b) To adopt a lease/purchase modality similar to the lease/purchase arrangements approved by the Executive Board and the Advisory Committee on Administrative and Budgetary Questions (ACABQ) for the acquisition by UNICEF of its headquarters in New York;

(c) That the criteria for equitable space-sharing should be established through a participatory process;

(d) That each proposal for common premises should be examined on its merits and decisions taken jointly by all partners based on considerations of cost-effectiveness;

(e) That provisions should be made for an agency to pull out of the arrangements if circumstances so require;

(f) That the common premises option will be taken up only where this is a cost-effective solution, and where a formula for equitable sharing (in terms of cost and space) has been reached;

(g) To provide the seed money necessary to establish an Inter-Agency Unit to manage the enterprise, on the understanding that these funds will be reimbursed to the JCGP agencies providing the seed money from a management fee to be charged to each project. The Unit will be managed by UNDP in accordance with its financial rules and procedures. The understanding was reached that UNDP and UNICEF would take the lead in providing seed money.

106. To date, new United Nations common premises have been constructed or are in the final stages of construction in 18 countries. The construction process has started in another 5 countries, and the JCGP Subgroup on Common Premises and Services is working on the proposal to construct new common premises in 30 other countries where Governments have already agreed to donate suitable land. In another 35 countries, Governments have indicated their willingness to donate land. In 11 countries, the close proximity of the buildings out of which United Nations organizations are working is such that efforts are being made to convert them into a common United Nations complex. Moreover, at present one third of the offices of FAO, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and ILO, more than half of the United Nations information centres (UNICs), and about one fifth of the offices of UNICEF and the Office of the United Nations High Commissioner for Refugees (UNHCR) share premises with UNDP. UNFPA and UNIDO share premises with UNDP in the great majority of cases. The situation thus ranges from the building of a single, common presence to the sharing of premises by a number of organizations. Decisions on premises are often subject to local conditions, the availability of premises provided by the Government at low or no cost, and other practical considerations. On the whole, it is recognized that an increased sharing of premises and services is cost-effective and helps to strengthen collaboration.

107. Moreover, to ensure a unified cost-effective United Nations presence, responsive to the special needs of new recipient countries, the Secretary-General decided that the field offices of the United Nations development system in those countries should, from the outset, operate on the basis of common premises and consolidate administrative services, as envisaged in General Assembly resolutions 48/209, paragraph 6, and 47/199, paragraphs 42 and 49. Responsibility for the overall administration of the offices will continue to lie with UNDP, on the basis of agreed cost-sharing arrangements.

Notes

1/ The countries participating were Botswana, Chile, Ghana, Jamaica, Kenya, Morocco, Mozambique, Sri Lanka, the Syrian Arab Republic, Thailand and Zimbabwe.

2/ Missions visited Bolivia, Burkina Faso, China, Colombia, Egypt, India, Tunisia and Uganda during the months of March and April 1994.

3/ Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex II.

4/ See the report of the inter-agency meeting held at Turin, Italy, in April 1994 (p. 2), for the list of countries.

Annex I

OVERVIEW OF THE WORK PROGRAMME FOR THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTION 47/199

PROGRAMME DEVELOPMENT

A. Country strategy note (CSN)

Guidelines

The concept of the country strategy note (CSN) will be implemented in accordance with paragraph 9 of General Assembly resolution 47/199. Moreover, the Consultative Committee on Programme and Operational Questions (CCPOQ) of the Administrative Committee on Coordination (ACC) agreed on a note, reflecting the provisions of the resolution that will guide the initial phase of implementation. The following targets were established:

Targets (1993-1994)

(a) Consultations with recipient Governments to ascertain their interest in the CSN;

(b) Assistance to and cooperation with Governments that have chosen the CSN in the preparation of the CSN;

(c) Utilization of the CSN in programme and project formulation as foreseen in paragraphs 9 and 39 of Assembly resolution 47/199;

(d) Elaboration of refined guidelines in 1994 on the basis of acquired experience by monitoring and assessing the use of the CSN, and by consulting national officials of countries having chosen the CSN.

Targets (1994-1995)

(a) Completion of about 40 CSNs;

(b) Review of and provision of guidance on CSN process and content, as appropriate, as more experience is acquired;

(c) Ensuring that the CSN is used as frame of reference during preparation of country programmes;

(d) Use of the CSN by governing bodies at the time of their consideration of country programmes;

(e) Assessing of the CSN process and substantive linkages with development activities in the context of the triennial comprehensive policy review.

Outputs (1993-1994)

(a) Consultations with all recipient countries completed;

(b) Workshop with countries interested in the CSN (October 1993) and various national workshops;

(c) Over 40 CSNs under preparation and 1 CSN completed;

(d) Guidance elements issued to all countries, March 1994;

(e) Regular monitoring system established.

B. Adaptation and harmonization of programming cycles

Guidelines

The General Assembly, in its resolution 47/199, paragraph 10, indicated that funds and programmes of the United Nations should harmonize their cycles and adapt them to national budget cycles, plans and strategies. The Joint Consultative Group on Policy (JCGP) Harmonization Subgroup is guiding the implementation of this provision through regional working groups. Under this provision, JCGP established the following targets:

Targets (1993-1994)

(a) To achieve 80 per cent coverage of countries as concerns the harmonization of programming cycles of the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF);

(b) In countries with a national plan, or its equivalent, to adapt the programming cycles of these three organizations, in accordance with the preference of the recipient country, to the plan (either one year before the plan, the same year as, or a year after the plan);

(c) In countries without formal plans, or their equivalent, to effect the harmonizing of the programming cycles among themselves, taking into account the needs of governing bodies.

Targets (1994-1995)

(a) To stagger implementation of the plan in accordance with programming cycle;

(b) To harmonize all new country programmes of UNFPA, UNDP and UNICEF;

(c) To give special attention to harmonizing programming activities in countries having chosen the CSN.

Outputs

(a) A plan established by JCGP to achieve 80 per cent coverage to new country programmes was prepared and is being implemented;

(b) A detailed country-by-country analysis completed by JCGP to adjust cycles as described in the section of the present report dealing with this matter;

(c) Cycles that are being adopted in all countries, except where special circumstances prevent use of programming cycles.

C. Programme approach

Guidelines

The General Assembly, in its resolution 47/199, paragraph 13, requested the Secretary-General to promote an early agreement on a common interpretation of the programme approach, including an effective methodology for evaluation, to be applied by the United Nations system, and to report on this matter to the Economic and Social Council at its substantive session of 1993. In the same resolution, paragraph 14, the Assembly requested the Council to determine whether effective and coordinated actions were being taken on the matter by the United Nations system dealing with development.

Targets (1993-1994)

(a) Agreement at CCPOQ on a common interpretation;

(b) Review by the Economic and Social Council at its substantive session of 1993;

(c) Development of an effective evaluation methodology for the programme approach;

(d) Implementation of Council resolution 1993/7, including country-level assessments of progress of the implementation of the common agreement.

Targets (1994-1995)

(a) Agreement at CCPOQ on an effective monitoring and evaluation methodology for the programme approach;

(b) Assessment of the overall evolution of the programme approach, particularly in the context of the review of more comprehensive and systematic techniques currently being applied by a few United Nations organizations in some host countries;

(c) Assessment of training activities promoted by the United Nations system in support of the programme approach both at the country level and at Headquarters;

(d) Development of a programme approach methodology to be applied at the intercountry programming level.

Outputs

(a) Common framework agreed at CCPOQ;

(b) Agreement reviewed at the substantive session of 1993 of the Economic and Social Council and adoption of Council resolution 1993/7 on further action and assessment;

(c) Agreement at CCPOQ on elements required for evaluation as part of the programme approach;

(d) Country-level assessments carried out in 8 countries, plus review of information from over 40 countries in the United Nations system organization, and results reported in the relevant section of this report.

D. National execution

Guidelines

The General Assembly, in its resolution 47/199, paragraph 22, requested the Secretary-General to promote an early agreement on a common interpretation of national execution to be applied by the United Nations system and to report on this matter to the Economic and Social Council at its substantive session of 1993. The Assembly, in paragraph 23 of the same resolution, requested the Council to determine whether effective and coordinated actions were being taken on the matter by the United Nations system dealing with development.

Targets (1993-1994)

(a) Agreement at CCPOQ on a common interpretation of national execution by March 1993;

(b) Review of common interpretation by the Economic and Social Council at its substantive session of 1993;

(c) Implementation of Council resolution 1993/7, particularly as concerns country-level assessments of progress in the implementation of the common agreement.

Targets (1994-1995)

Review by CCPOQ/JCGP on overall progress, in particular United Nations system efforts to build national capacities for executing programmes and projects and the role of specialized agencies of the United Nations system.

Outputs

(a) Common framework agreed by CCPOQ;

(b) Agreement reviewed by the Economic and Social Council at its substantive session of 1993, and adoption of Council resolution 1993/7 on further action;

(c) Country-level assessments carried out in eight countries; review of reports received from resident coordinators; review of relevant portions from resident coordinators' annual reports for 1993; analysis reported in subsection II.D of this report.

RESIDENT COORDINATOR SYSTEM

A. Updating of guidelines for the strengthening of the resident coordinator system

Guidelines

Paragraphs 36, 38 (a), (b) and (e), and 39 (e) and (g) of General Assembly resolution 47/199 guide work on this subject.

Targets (1993-1995)

(a) Improve the efficiency and effectiveness of the United Nations system at the field level, through a fully coordinated multidisciplinary approach under the leadership of the resident coordinator, bearing in mind the complementarity of the system and the need for a division of labour within the respective spheres of competence of individual agencies, programmes and funds;

(b) Ensure the separate identities and, where appropriate, representation of funds and programmes at the country level in the framework of a clear and improved division of labour, in accordance with their mandates;

(c) Avoid the creation of additional bureaucratic layers;

(d) Encourage individual specialized agencies at the field level to participate fully in all aspects of the resident coordinator system;

(e) Establish, in consultation with recipient Governments, a clearer division of responsibilities for the resident coordinator and individual funds, programmes and specialized agencies;

(f) Enhance the responsibility and authority of the resident coordinator for the planning and coordination of programmes and allow him/her to propose, in full consultation with the Government, to the heads of the funds, programmes and specialized agencies, the amendment of country programmes, and major projects and programmes, where required, to bring them into line with the country strategy note;

(g) To finalize guidelines within CCPOQ and to have those guidelines serve as a basis for monitoring the performance of resident coordinators and their recruitment and for support in training.

Outputs (1993-1994)

(a) The annual reports of resident coordinators for 1992 (submitted in the fall of 1993) were analysed with a view to reviewing at CCPOQ the steps required to strengthen the resident coordinator system;

(b) The CCPOQ working group on the resident coordinator system reviewed an initial draft of updated guidelines.

B. Coordination arrangements

Guidelines

Paragraphs 38 (d), 39 (a), (b) and (c), 40 and 41 of General Assembly resolution 47/199 guide work on this subject.

Targets (1993-1995)

(a) To strengthen the resident coordinator function to assist Governments in mobilizing technical expertise from both inside and outside the United Nations system and to ensure coordination at the country level through, inter alia, the country strategy note;

(b) Resident coordinators to establish, where required, close cooperation with funds, programmes and agencies at the regional and subregional level, in order to respond to specific requests by recipient governments;

(c) To ensure, in the context of the country strategy note, that representatives of JCGP, and all United Nations system organizations, consult with and take account of any views of the resident coordinator in the context of major programming exercises before reporting on major programming and policy issues to Headquarters;

(d) Where justified and not yet operating, to establish in consultation with host Governments an appropriate field-level committee, comprising United Nations system representatives, which will serve as a United Nations coordinating mechanism under the leadership of the resident coordinator;

(e) To ensure that the United Nations coordination mechanisms undertake advisory functions, including the provision of guidance and advice on proposed programmes of funding organizations, the review of agency sector strategies and the evaluation and investigation of specific problems and issues requiring a coordinated response.

Outputs (1993-1994)

(a) An assessment of current coordination arrangements completed;

(b) Follow-up steps being initiated.

C. Recruitment issues

Guidelines

Paragraphs 37 and 39 (d) of General Assembly resolution 47/199 guide work on this subject. The following targets were established:

Targets (1993-1995)

(a) Pay particular attention, in selecting resident coordinators, to quality, relevant broad development experience, managerial and team-building skills, and the capacity to develop effective and coherent coordination of the United Nations system as a whole and to integrate individual components and strategies into the development process of the country;

(b) Broaden the pool of qualified development professionals eligible for appointment as UNDP resident representatives/resident coordinators to include the members of JCGP, together with increased transparency in the selection process.

Outputs

As detailed in section II.A, new procedures were established to improve the selection and broaden the pool of qualified persons for appointments as UNDP resident representatives/resident coordinators.

PROGRAMME ACCOUNTABILITY AND SUPPORT

A. Monitoring, evaluation and audit

Guidelines

Action on this subject is guided by the provisions of paragraphs 13, 30, 32, and 34 of General Assembly resolution 47/199.

Targets (1993-1995)

(a) Develop an effective evaluation methodology for the programme approach;

(b) Strengthen the financial and programme auditing capacity and accounting systems of recipient Governments;

(c) Redefine budgeting and related rules, procedures, processes and formats to become output-, impact-, or performance-oriented, rather than input- or supply-oriented;

(d) Put in place, by no later than 1 January 1995, measures to enhance accountability at the field level, including effective harmonized programme monitoring, evaluation and audit management systems;

(e) Introduce measures to enhance accountability in a number of countries;

(f) Introduce harmonized monitoring and evaluation systems;

(g) Extend capacity strengthening of national evaluation.

Outputs

(a) Within the Inter-Agency Working Group on Evaluation (IAWGE) and JCGP, agreement on terminology and concepts;

(b) Specific plan and relevant substantive element have been worked out by JCGP Working Group and will be taken as basis for consultation at CCPOQ level;

(c) Aid accountability project guided by United Nations proceeding in various countries and in cooperation with Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) and various recipient countries.

B. Harmonization of policies and procedures

Guidelines

Action under this heading is guided by paragraphs 29-34 of General Assembly resolution 47/199.

Targets (1993-1994)

(a) Develop common formats, rules and procedures as a critical requirement for the shift to a programme approach;

(b) Simplify, harmonize and adopt all formats, rules and procedures and periodicity of reports to promote national capacity-building and to assist

Governments integrating external assistance from different sources into their development process;

(c) JCGP to give priority to simplifying, harmonizing and increasing the transparency of procedures relating to programme-component and project formulation, appraisal, implementation, monitoring and evaluation, and to reach agreement on a common United Nations system-wide manual for such procedures by July 1994.

Targets (1994-1995)

(a) Various elements of a common manual to be consolidated, in particular the CSN, programme approach, national execution, monitoring and evaluation, coordination arrangements, the resident coordinator system, training, common premises, harmonization of programming cycles;

(b) First volume to be issued.

Outputs

(a) Programme approach guidelines developed and issued by UNDP in connection with its operation (UNICEF, UNFPA and other organizations already did so earlier);

(b) Approach to a common manual agreed.

C. Decentralization

Guidelines

Actions for increased decentralization of the operational activities of the United Nations system is guided, inter alia, by paragraphs 24-27 of General Assembly resolution 47/199.

Targets (1993-1994)

(a) Programme development and approval, capacity and authority for programme development and approval to be further decentralized to the field offices, together with the necessary technical and substantive expertise;

(b) Consideration of the provisions of paragraph 25 of Assembly resolution 47/199 by the governing bodies of all funds, programmes and specialized agencies concerning the prescribed limits on field-level authority within approved programmes, and the shifting of resources within approved budget lines of individual components of a programme and among components of a programme, with the aim of achieving equal and uniform decentralization, to the maximum extent possible, in the context of enhanced accountability;

(c) Achieving greater use of available national expertise and indigenous technologies;

(d) Decentralization to the country level of the procurement of expertise and equipment and the placing of fellowships to avoid delays.

Targets (1994-1995)

(a) Further action by executive heads (particularly active in this field are at present UNDP, the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization (ILO) and the World Food Programme (WFP);

(b) Assess progress and constraints in CCOPQ.

Outputs

Specific results achieved as reported in the present report and addendum 1 to the present report under the heading of decentralization.

D. Training

Guidelines

The principles contained in paragraphs 43-46 of General Assembly resolution 47/199 being followed in developing inter-agency training programmes.

Targets (1993-1995)

(a) Continue to develop common, innovative and integrated system-wide training programmes for government officials and other nationals, as well as for staff of the United Nations system field offices, to facilitate the introduction of innovations;

(b) Establish a training capacity internal for each country, including a scheme for training of trainers on a continuous basis as an integral function of the United Nations system field office structure;

(c) Develop capacity in the areas of the programme approach, national execution, programme accountability and financial audit, support costs and evaluation and monitoring;

(d) Increase participation of national staff and members of relevant national institutions in training programmes.

Outputs

(a) Start of new programme for training of trainees from developing countries designed for officials dealing with development management (between three and four courses a year for five trainees per country);

(b) Workshop on the programme approach and national execution;

(c) Evaluation workshop planned;

(d) Continuation of team-building workshops (about four annually) involving senior field representatives;

(e) Critical discussions on additional training in support of the purposes set forth in Assembly resolution 47/199.

E. Common premises and services

Guidelines

ACC is still guided by the interorganizational position on the sharing of common premises communicated as part of the note by the Secretary-General on operational activities of the United Nations system for 1991 (A/46/206/Add.3, para. 35). This position encourages the sharing of premises while recognizing the need to take account of conditions on an individual country basis. In particular, in a number of countries sectoral ministries desired that in view of the nature and extent of their collaboration on an ongoing basis, the sectoral agency of the United Nations be located in the relevant ministry. In other instances, the host government authority provided free or subsidized accommodation: a condition that would not be available under shared premises.

Targets (1993-1994)

(a) Preparation of a plan of action by JCGP through its Subgroup on Common Premises;

(b) Decision by JCGP High-level Meeting held in February 1994 on how to proceed to achieve extension of common premises to 44 additional countries.

Targets (1994-1995)

(a) Implementation of JCGP plan through an Inter-Agency Unit;

(b) Completion of 26 new common premises.

Outputs (1993-1995)

(a) Decision by JCGP High-level Meeting on how best to proceed with respect to substantial extension of common premises and services;

(b) Agreement on establishing an Inter-Agency Unit and a revolving fund;

(c) Common premises completed in 8 countries;

(d) Land acquired and construction process begun in 30 countries.

Annex II

COUNTRY INFORMATION ON STATUS OF COUNTRY STRATEGY NOTE

Governments that formally indicated their interest, and information on progress

Botswana	CSN outline adopted. Estimated completion: end-1994.
Brazil	National coordination team established. CSN study planned.
Burkina Faso	Joint government/United Nations system committee established. National symposium on CSN scheduled for May 1994.
Cameroon	Discussion held. Work planned in 1994.
Cape Verde	Discussions with United Nations system representatives. Estimated completion: mid-1994.
Central African Republic	United Nations system representatives preparing support material. Subgroups formed.
Chad	CSN outline adopted.
Colombia	Draft CSN in progress. Estimated completion: October 1994.
Djibouti	Joint government/United Nations system committee established. Draft CSN outline circulated to United Nations system.
Eritrea	Draft CSN outline under discussion.
Gabon	United Nations resident coordinator discussing guidelines.
Gambia	Joint government/United Nations system committee (existent) considering CSN.
Ghana	Joint government/United Nations system committee established. Draft CSN outline circulated to United Nations system.
Guinea-Bissau	United Nations resident coordinator formed subgroups to assist in preparation of CSN.
Honduras	United Nations system committee established. Draft report on CSN circulated to United Nations system.
Jamaica	CSN outline adopted. Estimated completion: June 1994.
Jordan	United Nations system committee will discuss CSN. Implementation planned in connection with next programme cycle.

Kenya	CSN outline adopted. Estimated completion: first part of 1994.
Lao People's Democratic Republic	Discussions with resident coordinator in progress.
Lebanon	Joint government/United Nations system committee's estimated establishment: May 1994. Consultations with United Nations system in progress.
Madagascar	Discussions with resident coordinator in progress.
Maldives	Discussing priorities with Joint Committee Group on Policy (JCGP).
Mauritius	Timetable for CSN adopted. Estimated first draft: May 1994.
Morocco	Discussions with United Nations system in progress.
Mozambique	Discussions in progress on first draft CSN. New draft expected in mid-1994.
Namibia	Discussions in progress. United Nations system working group discussed first draft CSN.
Niger	Discussions in progress. Synthesis paper in preparation.
Nigeria	Joint government/United Nations system committee established. Draft CSN outline circulated to United Nations system.
Papua New Guinea	Discussions with resident coordinator in progress.
Philippines	CSN outline discussed. Resident coordinator formed working groups. Estimated completion: September 1994.
Republic of Moldova	Discussions in progress. Estimated completion: mid-1994.
Sao Tome and Principe	Joint government/United Nations system committee established.
Senegal	Discussions held. Resident coordinator consulting United Nations system on work plan. Estimated completion: June 1994.
Sierra Leone	Joint government/United Nations system committee established. Draft CSN due.
Sri Lanka	Joint government/United Nations system committee established. Draft CSN reviewed. Estimated completion: October 1994.

Syrian Arab Republic	Held national workshop on CSN. Adopted work plan.
Thailand	CSN draft circulated and updated by joint government/United Nations system task force. CSN completed and published.
Tunisia	Discussions held. Implementation planned in connection with next programme cycle.
Turkey	First draft CSN circulated.
Uganda	Discussions in progress. Estimated completion: end-1994.
Viet Nam	Joint government/United Nations system committee established. CSN will be tied to mid-term development strategy, under review.
Yemen	Joint government/United Nations system committee meetings in early 1994.
Zimbabwe	Joint government/United Nations system committee established.

UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/1994/64/Add.1
25 May 1994

ORIGINAL: ENGLISH

Substantive session of 1994
New York, 27 June-29 July 1994
Item 4 of the provisional agenda*

OPERATIONAL ACTIVITIES OF THE UNITED NATIONS FOR INTERNATIONAL DEVELOPMENT COOPERATION

Progress in the implementation of General Assembly resolution 47/199

Report of the Secretary-General

Addendum

Summary of actions taken by the organizations of the United Nations system in the implementation of General Assembly resolution 47/199 and Economic and Social Council resolution 1993/7

SUMMARY

The General Assembly resolution 47/199 of 22 December 1992 on the triennial policy review of operational activities of the United Nations development system, in its paragraph 51, calls upon the governing bodies of the United Nations system to take appropriate action on the full implementation of the resolution and requests the Executive Heads of those funds, programmes and specialized agencies to submit a yearly progress report to their governing bodies on measures taken and to be taken for its implementation. In paragraph 54 of the same resolution, the Secretary-General is requested to submit to the Economic and Social Council at its substantive sessions in 1993 and 1994 a progress report on the implementation of the

* E/1994/100.

resolution, incorporating, inter alia, the reports mentioned in paragraph 51, to be prepared by the funds, programmes and specialized agencies of the United Nations system.

The means of implementing these provisions were discussed at both regular sessions of the Consultative Committee on Programme and Operational Questions (CCPOQ), held in 1993. In addition, at the intersessional meeting of CCPOQ held in New York on 7 December 1993, it was agreed that each organization would summarize the contents of its report according to an agreed outline. The present report was prepared on the basis of summaries received by the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat from United Nations organizations before 10 May 1994.

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ABBREVIATIONS

ACC	Administrative Committee on Coordination
CCPOQ	Consultative Committee on Programme and Operational Questions of ACC
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization of the United Nations
Habitat	United Nations Centre for Human Settlements (UNCHS)
IAEA	International Atomic Energy Agency
IAPSO	Inter-Agency Procurement Services Office of the United Nations
ICAO	International Civil Aviation Organization
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IMO	International Maritime Organization
ILO	International Labour Organization
ITU	International Telecommunication Union
JCGP	Joint Consultative Group on Policy (Membership: UNDP, UNFPA, UNICEF, WFP and IFAD)
UNCTAD	United Nations Conference on Trade and Development
UNHCR	Office of the United Nations High Commissioner for Refugees
UNDCP	United Nations Drug Control Programme
UNDP	United Nations Development Programme
UNDP a.f.	United Nations Development Programme - administered funds
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UPU	Universal Postal Union
WFP	World Food Programme

WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
WTO	World Tourism Organization

I. COUNTRY STRATEGY NOTES

1. Organizations of the United Nations system worldwide - in particular, partners in country offices of the Joint Consultative Group on Policy (JCGP) - have collaborated in field-level country-team committees and/or working groups which are assisting interested Governments in formulating a country strategy note (CSN). The United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the International Labour Organization (ILO), the Food and Agriculture Organization of the United Nations (FAO) and the World Meteorological Organization (WMO), through JCGP and CCPOQ, the International Fund for Agricultural Development (IFAD) and other organizations participated in the development of the initial guidelines for the application of the CSN concept. In October, United Nations system country teams led by resident coordinators from selected country offices took part, along with senior national officials, in the CSN Workshop held at the United Nations/ILO International Training Centre. In the Syrian Arab Republic, UNFPA, WHO, the World Food Programme (WFP), UNICEF and the United Nations Industrial Development Organization (UNIDO) actively participated in the National Workshop on Coordination for Senior Representatives, organized by the Centre and UNDP. In addition, UNFPA, with UNDP and UNICEF, will jointly fund an umbrella project on a United Nations system integrated approach to technical assistance activities in support of the CSN process. In May 1994, UNFPA will facilitate and provide resource persons to the twelfth Management Coordination Workshop highlighting population issues, to be held at the Centre. A major purpose of the Workshop is to ensure that population issues are integrated into CSN exercises.

2. Discussions on the WFP country strategy outline (CSO), including sessions at the WFP Global Meeting in Harare, have concentrated on how the outline can be linked meaningfully to the country strategy note in those cases where the Government has decided to proceed with the CSN. WFP has embarked on the preparation of a new generation of CSOs based on these discussions and bearing in mind the objectives of the CSN. Among the challenges faced by WFP in linking the CSO exercise to CSNs are the facts that emergency activities - except in the context of disaster preparedness, prevention and mitigation - were not foreseen in the CSN process, and WFP continues under the Committee on Food Aid, Policies and Programmes (CFA) to allocate resources on a project-by-project basis rather than on the basis of longer-term commitments. The following countries have been identified for the first round of new CSO preparation: Burkina Faso, Eritrea, Ghana, India, Indonesia, Mozambique, Pakistan, Peru, South Africa, Syrian Arab Republic, United Republic of Tanzania, Viet Nam and Yemen. WFP intends to submit several of these new-generation country strategy outlines for consideration by CFA at its thirty-eighth session.

3. UNDP, in addition to the active participation in the CSN Turin workshop and regional workshop in the Syrian Arab Republic, under the leadership of the UNDP Resident Representative and Resident Coordinator, has also pushed forward the process in Botswana, China, Honduras, Mozambique, Thailand and other countries by commenting on draft CSNs. In the post-Rye bureaux meetings, the bureaux were encouraged to include the CSN in their discussions.

4. UNFPA's Programme Review and Strategy Development (PRSD) exercises at the country level, which are centred around a multisectoral approach to population, place the Fund in a strong position to contribute to the formulation of the country strategy note at the request of Governments. During the PRSD exercise, the Fund cooperates closely with Governments and with other United Nations organizations. So far, the Fund has conducted approximately 90 such exercises.

5. UNICEF has been actively supporting those Governments that have chosen to undertake a country strategy note exercise or similar exercises. Likewise, UNICEF has been actively supportive of its United Nations system partners, particularly the Resident Coordinators, who have lead responsibility for those activities. The Executive Director has sent a series of guidelines to country offices, stressing their expectation that they will give high priority to support to Governments and the United Nations team. He has also emphasized his expectation that issues such as those emerging from the national programmes of action for children will serve as important elements for the country strategy note, which might prove to be a useful tool for mobilizing international support and coordinating national action for those goals.

6. In many countries, UNICEF offices have made staff and consultant resources available to support the preparation of country strategy notes. Likewise, UNICEF has been an active participant in support efforts at the international level, in the recent seminar organized at the ILO Training Centre in Turin, where UNICEF Headquarters and field staff participated in providing support to 11 governmental delegations.

7. Within the context of the follow-up to the World Summit on Children (WSC), UNICEF has been able to mobilize Governments, bilateral agencies, non-governmental organizations (NGOs) and sister United Nations organizations to come together in a targeted and collaborative manner and work towards the achievement of the goal and targets set at the Summit. The operational mechanism for the mobilization of the various partners was the preparation of the national programmes of action (NPA). Very encouraging progress has been registered with over 142 countries either having NPAs or in the process of drawing them up.

8. IFAD intends to make an appropriate contribution to the United Nations contribution to the CSN, particularly on issues related to poverty and hunger. Accordingly, the President of IFAD issued a memorandum on 28 May 1993, instructing Project Controllers and Directors of the Geographic Division to undertake consultations on the CSN with the Resident Coordinators during their missions to countries which have expressed an interest in preparing CSNs. Contacts have already been established in a number of countries, and this process will be extended as more countries become involved.

9. FAO has been closely associated in the inter-agency dialogue on the development of the CSN concept and the elaboration of practical models and guidelines. FAO representatives have been requested to collaborate closely with the Resident Coordinators and other agency colleagues in assisting Governments in the preparation of country strategy notes. FAO is further supporting this process through its policy advisory function through which it is assisting

member Governments in identifying and formulating viable policies and priorities for the sectors within FAO's competence.

10. UNDCP has prepared country programme frameworks (CPFs) as a managerial and programmatic tool to define its priorities, objectives and activities in any given country or subregion over the following biennium. They are expected to serve as important contributions to the formulation of country strategy notes. Moreover, UNDCP has been supporting the preparation and adoption by recipient Governments of national master plans for drug abuse control - that is, governmental documents that set forth policies, strategies and activities designed to achieve national drug control objectives. A master plan may also provide a framework for external assistance. The elaboration of master plans should lead to a more precise definition of the key elements of drug control aspects in the country strategy note.

11. Activities of ILO at the country level are being programmed in a process of country-objective reviews, aimed at defining joint objectives to be pursued by ILO and its constituents. The country objectives will be based on an analysis of constraints and strategies in the sectors concerned. This process and ILO's contribution to the preparation of CSNs are seen as mutually supportive, complementary and concentric as regards objectives in the social and labour fields, employment and the development of human resources in so far as they concern ILO in the CSN.

12. UNCTAD believes that the country strategy note could offer an opportunity to share its views with beneficiary countries on policy measures and multilateral technical cooperation to address a broad range of issues related to international trade and development. Its ability to contribute to the preparation of such notes, however, is affected by resource limitations.

13. UNIDO welcomes and fully supports the initiative to develop the CSN as a means for effectively utilizing United Nations system resources for development in a coherent and focused manner. UNIDO is actively involved in this process in about a dozen countries. UNIDO is developing its own country support strategies as a new programming tool, complementary to the overall United Nations CSN process.

14. On the basis of general guiding principles agreed by ACC for the preparation of the CSN, which, inter alia, noted that contributions to the CSN must also be sought from agencies not represented at the country level, UNESCO issued guidelines to its field and headquarters staff on 18 June 1993 on their role in this system-wide effort.

15. To date, IAEA has only received a small number of country strategy notes, to which replies are provided by officers from its regional programming offices. Though it may be too early to talk about an established practice, the reactions so far have been positive. IAEA requested Resident Coordinators to submit early draft documents for its perusal and possible contributions.

16. UPU, through its regional advisers, informs and consults the Resident Coordinator and takes account of his/her views during the main stages of the programming process for postal development projects. UPU requested to be

involved in the preparatory work for the country strategy note at an earlier stage. Efforts will be intensified in respect of the national authorities and the offices of the Resident Coordinator in this regard.

17. ITU intends to work with the United Nations system to help formulate the system's contribution to the CSN. It is hoped that the processes of formulating a CSN will permit contributions from agencies without their own field representation and that a draft CSN will be circulated for comments by agency headquarters.

18. Since the United Nations Centre for Human Settlements (Habitat) is represented in the field by Resident Representatives/Resident Coordinators, a letter was sent by the executive head of Habitat in May 1993 to all Resident Representatives/Resident Coordinators stressing Habitat's desire to contribute actively to the in-country process of preparing country strategy notes. Habitat reports that the response was less than satisfactory, the constraints being the establishment of United Nations field-level committees on which Habitat is not represented, since there is no separate Habitat field representation. In a few cases the United Nations Resident Coordinator requested that Habitat prepare written contributions from its headquarters, but so far, despite Habitat's offer to contribute to the in-country process, no request has been received to field a mission for that purpose. Habitat has, however, made an important contribution to the CSN exercise in Kenya, where Habitat participates in the field-level committee, owing to its presence in the country.

19. The WHO representatives have participated and supported the health sector's contribution in all countries that have undertaken activities for the preparation of CSNs. The Organization is currently examining the articulation of the usual WHO country planning procedures with the CSN planning process. The CSN exercise is viewed as an opportunity to broaden the policy basis for health development and to foster integrative action and complementarity between sectors.

20. WHO sent an officer to participate in the discussions on the preparation of the CSN. A letter is being prepared to send to the Resident Coordinators offering the advice and services of WHO in the preparation of the CSNs by the country teams. The Permanent Representatives of the developing countries to WHO have been advised that they should become active participants in the development of the CSN in their countries.

21. As a small technical agency without field representation, the World Intellectual Property Organization (WIPO) considers the CSN a useful tool to attract the attention of national authorities and the donor community, including UNDP, to the relevance of intellectual property matters in national development. This can be achieved on the condition that WIPO is involved without fail in the CSN preparatory process at an early stage.

II. ADAPTATION AND HARMONIZATION OF PROGRAMMING CYCLES

22. The JCGP Working Group on Harmonization, which is chaired by UNICEF, has continued to make progress in the harmonization of programming cycles. To date, 33 per cent of the country offices have achieved harmonization. UNFPA works closely with its JCGP partners at headquarters and at the country level to explore ways, at the request of Governments, to harmonize further the programme cycles of JCGP organizations and to adapt those cycles to national development plans. As a follow-up to the 1993 joint letter of executive heads to their respective country offices by UNICEF, UNDP and UNFPA, four JCGP regional working groups are monitoring, on a country-by-country basis, the ongoing progress.

23. WFP's sister JCGP organizations (UNDP, UNFPA, UNICEF) have jointly issued guidelines to field offices calling for improved harmonization of programme cycles. WFP's project approach did not permit it to join this endeavour. WFP's ability to contribute in the future to harmonization of programming cycles will depend to some extent on CFA decisions regarding "WFP's overall policies, objectives and strategies" (CFA:37/P/7) and any eventual adoption of a programme approach for WFP.

24. FAO's operational activities are only to a limited extent financed through its regular budget under the Technical Cooperation Programme (TCP). The regular budget is approved on a biennial basis by the FAO Conference. The Technical Cooperation Programme mainly addresses unforeseen needs and responds to ad hoc requests for assistance meeting specifically established criteria and is therefore not easily available to programming in line with UNDP, UNICEF and UNFPA.

25. IAEA recently began to use a two-year programming cycle. Currently, requests from member States are being processed for the 1995-1996 biennium. In this effort, available information about UNDP and other United Nations system programming exercises is taken into consideration.

26. Harmonization of programming cycles appears to be a task that is beyond WHO to control. WHO is on a programming cycle of four years in conjunction with the sessions of the WHO Congress of every four years. The WHO budget is on a biennium basis (two per programming cycle).

27. WHO has no difficulty in this area, because there is no programme cycle as such for the agency's cooperation activities with member States. WHO has a programme of work, providing the main policy thrusts for the Organization, of six years. The programming and budgeting exercise is undertaken every two years. The planning of the country's Government/WHO collaboration programme is done in dialogue with the Government, and joint Government/WHO evaluation and reprogramming allow for change in planned programmes when the need arises.

III. PROGRAMME APPROACH

28. Most United Nations system organizations participated in an informal inter-agency consultation on the programme approach at the end of April, as indicated in E/1994/64, section II.C.

29. UNDP developed and distributed its guiding principles for the programme approach in May 1993. To translate the principles into practice, UNDP further developed the "Guidelines for programme support documents (PSD)" which were distributed to the country offices in November 1993.

30. In a related development, UNDP's Central Evaluation Office produced two documents - "Guidelines for evaluation" (September 1993) and draft "Guidelines for developing a monitoring and evaluation system in the context of the programme approach" (November 1993) - for use by country offices in developing, implementing and monitoring UNDP-supported programmes. UNDP's contributions were reviewed at the level of CCPOQ, and the position arrived at is provided in section II.C of E/1994/64.

31. With its approximately 90 PRSD exercises since 1989, UNFPA is well poised to assist in the development of a common programme approach. It is actively participating in the JCGP efforts to review the issues and work together on a common interpretation of the programme approach. At the interorganizational level, UNFPA, through the CCPOQ Working Group, has assisted in developing a system-wide framework for a common interpretation of the programme approach. In 1993, in Egypt, UNDP, UNICEF and UNFPA signed an agreement for an integrated development package with the Governorate of Assiut. In Bangladesh, UNICEF and UNFPA are working on an integrated planning model which will include modules on literacy, nutritional status, health and women's status. Wherever feasible, UNICEF and UNFPA will participate in each other's major programming exercise - UNFPA's PRSD exercise and UNICEF's situation analysis.

32. As regards a common interpretation of the programme approach, IFAD has participated in the efforts undertaken within the framework of ACC. There is general agreement that national programmes should be the basis of the programme approach and that external donors should use their resources "in a form best suited to achieving programme goals" established by the recipient country. IFAD projects and technical assistance grants focus on the eradication of rural poverty and hunger, by improving the productivity of smallholder farmers, particularly women, and promoting off-farm income-generating activities. These aims are accorded high priority in the development strategies of all the Fund's borrowing countries.

33. In its participation in ACC committees, JCGP, through bilateral contacts at Headquarters and through its daily contacts with its partners at the country level, UNICEF is actively seeking to share its experience with the programme approach and support a transition by the rest of the United Nations system (the overwhelming majority of which still retains a project approach).

34. Within UNICEF the evolution of the programme approach proceeds at a rapid pace, driven by country-specific realities and global developments. The challenges of the 1990s place a double demand on any UNICEF programme-based management systems built to meet the requirements through and beyond the year 2000. In the context of human resources development, UNICEF has made considerable advances and has had all its personnel trained in the current methods and applications of the programme approach. The latest revision of the training manual on programme policies and procedures, released in January 1994, draws on post-1991 programme developments which are expected to improve

considerably the efficiency and efficacy of UNICEF programmes world wide. One very important development has been the need to monitor, country by country on a quarterly basis, the goals and strategies as established in 1991 by the World Summit for Children. Consequently, UNICEF has developed a new programme-based Programme Managers System that reflects a disciplined and accountable participation of users both at country and headquarters level.

35. FAO has pursued implementation of the programme approach for a number of years. It also fully supports the common United Nations system framework as endorsed by ACC and will continue to collaborate with other organizations in the further development and practical application of programme approaches at country and intercountry level. FAO is actively pursuing the application of the programme approach in different forms while at the same time ensuring that its assistance is closely linked to the national programming frameworks. FAO is taking steps to adopt a more integrated approach to development interventions and to sustainable development and rural development and, in particular, to a special programme on food production in support of food security in low-income food deficit countries (LIFDCs).

36. Concerning WFP, at its Global Meeting the Working Group focused on the applicability of a country programme approach and on the practical difficulties of implementing a country programme approach with food aid. Proposals on the implementation of a programme approach for WFP are set out in "Review of WFP overall policies, objectives and strategies" (CFA:37/P/7). Such a move has serious implications for WFP in the resource area since the programme approach would require longer-term and more general resource commitments than are currently made under the existing resource allocation system. Moving into a programme approach would also have implications for the methods of work of the CFA and SCP.

37. UNIDO has consistently promoted and applied the programme approach and cooperated with the United Nations, UNDP and others in developing a consensus on the programme approach and relevant policy guidelines and formats. Based on its experience (viz., the integrated leather programme that UNIDO developed for the African region) and within this framework, UNIDO is developing integrated programmes, combining technical cooperation with its regular-budget-funded services in areas such as information, policy advice, investment and technology transfer.

38. Many of the components that make up the programme approach are already being applied in the implementation of country programmes with WHO's cooperation. The fields in which the programme approach provides an added value in its application include environmental health, emergency relief operations and disaster preparedness, safe motherhood, health policy reforms in the least developed countries, and in preventing and controlling the health and socio-economic impact of the HIV/AIDS pandemic.

39. A proposal concerning the programme approach is currently under review by IAEA, which is considering introducing the concept of medium-term plans, to be carried out by governmental counterpart institutes in member States, on a voluntary basis. Some member States are afraid that this may impede flexibility

of programming, and the matter will be discussed at this year's General Conference.

40. Until now, UPU has supported the UNDP's approach to the programme approach. It was in this light that the UPU's multi-year integrated projects, which take account of the countries' programmes, were designed. As a common interpretation of the programme approach is implemented, UPU will take it into account.

41. ITU has, on a variety of occasions, expressed some reservations about the programme approach, principally regarding its lack of regional and global dimensions where the technical agencies have an important constituency in their mandates. It is further feared that the priority themes may exclude certain key sectors covered by these agencies, and this could create imbalance and bottlenecks in country programmes.

42. Habitat has shifted the focus of its technical cooperation activities from a project to a programme approach, wherever feasible, and is committed to providing support to human settlements analysis and technical cooperation in those fields identified through the preparation of the country strategy notes and respective country programmes. Bottlenecks, however, are experienced at the stage of programme identification and preparation, since Governments have easy access to technical contributions only from those agencies that have separate field representation. It is therefore felt that, for lack of access to technical inputs for sector analysis and needs assessment in the human settlements sector, in many cases Governments are unable to include this sector in their prioritization of the sectors requiring United Nations technical cooperation.

43. UNCTAD believes that clarification is still needed on this matter. Meanwhile, UNCTAD encourages the applicability of the programme approach to the extent that it offers the opportunity to marry policy issues with operational activities.

44. WMO has for its whole history worked with individual countries and groupings of countries to use a programme approach. WMO programmes such as World Weather Watch and World Climate Programme are approved by member countries in the World Meteorological Congress. There has been a push to ensure that the WMO programmes are a part of the individual country programmes. The lack of individual country representation is a problem for the CSN and programme approach for WMO.

45. In order to assist in the formulation of more comprehensive trade promotion and export development programmes, ITC is increasingly utilizing its trust fund resources for cooperation at the country level such as cost-sharing for UNDP-funded programmes and projects. The Centre is concerned, however, that the programme approach, when focusing on broad themes or upstream activities, may exclude consideration of trade promotion and export development support, which often have important contributions to make to employment creation, poverty alleviation, economic reform etc. Moreover, the absence of field presence is a major obstacle for the smaller agencies in programme identification and formulation at the country level.

IV. NATIONAL EXECUTION

46. CCPOQ agreement on a common interpretation of national execution among the JCGP funding agencies was reached in March 1993. Subsequently, UNDP commenced work on reviewing its present guidelines on national execution in light of the common interpretation. Informal, inter-agency consultations were held at the end of April with the participation of most United Nations organizations. The outcome of these consultations are part of section II.D of E/1994/64.

47. Following CCPOQ agreement on a common United Nations-development system interpretation of the term "national execution" in March 1993, UNDP commenced work on reviewing its present guidelines on this modality. In 1993, 40 per cent (or US $411 million) of UNDP programme expenditure was through national execution, up from 23 per cent (or $233 million) in 1992. UNDP continues to support the use of this modality through, inter alia, its TSS-2 provisions, which facilitate substantive accountability and technical backstopping by the specialized agencies during implementation.

48. UNFPA's report to the Governing Council, "Guidelines on national execution" (DP/1992/29), endorsed by the Council at its thirty-ninth session, reaffirmed its commitment to enhancing national execution by strengthening national capacity to manage population programmes. In 1992, Governments and national non-governmental organizations executed country-level activities totalling some $28.2 million in UNFPA regular resources. In percentage terms, this presents an increase in nationally executed activities, as part of regular resources, from 26.3 per cent to 27.4 per cent between 1991 and 1992. To strengthen national execution of UNFPA-funded activities, the Fund organized two regional workshops (in the Philippines and in Jamaica) to train national staff in UNFPA's finance and accounting policies and procedures. UNFPA also provided support to train staff at some national non-governmental organizations on the same themes. UNFPA assisted study missions on national execution to selected countries organized by the Department for Policy Coordination and Sustainable Development.

49. UNFPA's new successor support-cost arrangements are particularly supportive of national capacity-building and national execution of population policies and programmes in developing countries through technical services and advice to interested Governments on managing UNFPA-funded programmes and projects, while ensuring transparency and accountability. A key component of the Fund's efforts are the decentralized technical backstopping services provided by the Country Support Teams under the Technical Support Services (TSS). Consistent with General Assembly resolution 47/199 (para. 5), the TSS, which were approved by the Governing Council in decision 91/37, are designed to improve the Fund's effectiveness and efficiency in delivering timely, high-quality assistance and to strengthen increased priority to assisting recipient countries in building and/or enhancing the necessary capacity to undertake national execution.

50. FAO has noted the strong increase of nationally executed projects, particularly under UNDP-funded activities. FAO has continuously emphasized the strengthening of national capacities and has systematically involved nationals directly in its field programmes and projects. Significant efforts have been made through training activities to increase the capacity of nationals through specifically tailored training programmes for national directors and national

officers. FAO has been increasingly requested to provide services, as implementing agency, for components of projects signed to a national governmental authority for execution. In a number of instances FAO has also been requested to provide technical support services under the new UNDP TSS-2 arrangements. FAO considers it essential that decisions on project execution should be approached in a pragmatic manner, taking full account of the differences in national capacities to implement complex projects. FAO's experience and advice should remain accessible to national authorities throughout all stages of the programme and project cycles.

51. All WFP projects are nationally executed, and WFP remains committed to employing and strengthening governmental and non-governmental national execution capacity for the projects it funds.

52. IFAD-funded projects are wholly executed by the borrowing country through national institutional mechanisms incorporated in the project design. Thus national execution is already an integral part of IFAD'S approach.

53. The anticipated share of UNDCP-funded projects that will be implemented through national execution modalities amounts to 26.3 per cent for the 1994/1995 biennium.

54. ILO is actively taking steps to adapt its procedures and orient its technical services to providing technical support to national execution and national programmes, including the use of enhanced multidisciplinarity and interdisciplinarity, so as to be able to provide integrated responses to complex multisectoral programmes. The emphasis on upstream, strategic analysis and policy advice is welcomed, and a greater share of ILO regular budget resources is programmed for these types of services. Multidisciplinary advisory teams will have as their objective the provision of direct, rapid and flexible technical support to activities implemented by ILO's constituents.

55. Since the early 1980s, UNIDO has promoted national responsibility and management control of projects by national authorities, including projects executed by UNIDO, and will continue to do so, wherever possible. Furthermore, in its discussion with the United Nations system, UNIDO has clearly indicated that national execution is most successful and contributes best to national capacity-building in those instances where national authorities enjoy full access to the technical and other support activities of the specialized agencies.

56. IAEA assistance consists chiefly of highly specialized contributions to national activities, in the form of projects requested by the member States themselves. This fact is manifested in the absence of long- or medium-term resident experts. Instead, short-term ad hoc expert advice is provided to national counterparts who are, in essence, executing projects themselves.

57. Since 1991, UPU has taken a series of measures to increase the national capacity of the developing countries. Thus, the recipient countries of the UPU's multi-year integrated projects were encouraged to appoint national directors to ensure management of certain project elements.

58. ITU pursued national execution for over a decade. ITU believes that national execution should be allowed to develop naturally, as national capacity becomes available. The success of the Union's past human-resource development programmes is reflected in national capacity improvement and increasing use of national execution. ITU is dealing with complex technology which is changing at a rapid rate, and it is important to maintain a certain degree of presence alongside national execution.

59. In an increasing number of cases Habitat is supporting both the design and implementation of nationally executed projects. Also, in line with its full commitment to the fundamental objective of attaining self-reliance through the strengthening of national capacities, Habitat's participation as cooperating agency in projects that are executed nationally continued to increase over the past year. Whatever the modality of project execution selected by the Government, the overriding objective for all of Habitat's technical cooperation activities is to create a self-reliant human settlements management capacity at the country level. However, the experience with nationally executed human settlements projects with Habitat as cooperating agency (usually to provide short-term technical expertise) shows that many developing countries often cannot avail themselves of the type of continuous technical and management expertise which is needed to ensure efficient and effective national capacity-building for settlements management and programme implementation.

60. UNCTAD cooperates with several Governments as regards national execution and will continue to do so, to enable interested countries to gain access to the services available through UNCTAD. No specific action has been necessary in this regard.

61. National execution has been the underlying mode of implementation of projects within the overall programmes of WMO. It is always necessary to ensure the recipient countries have the capacity and capability to execute projects. They have been found to be candid in saying whether they are or not ready to execute projects. In any case, virtually all WMO projects are executed and implemented by nationals of the recipient countries.

62. WHO makes technical cooperation available to member States full partnership with the countries and supports already existing national programmes or activities. A major feature of this cooperation is transfer of knowledge and technology. Subscribing to national execution does not interfere with WHO's programmes of collaboration with a country, since it is not dependent, like some other specialized agencies, on UNDP funding. On the other hand, although WHO supports the Government in the execution of its programmes, it retains the responsibility of disbursements incurred for goods and services provided.

63. ITC cooperates with Governments in a number of nationally executed projects, and an increasing number of its programmes and projects at the country level have national coordinators who make a major contribution in both programme identification and in the planning and implementation of substantive inputs.

V. RESIDENT COORDINATOR SYSTEM

64. At present, at least 40 per cent of UNDP Resident Representatives/Resident Coordinators spent part of their careers serving in various organizations of the system other than UNDP. In keeping with the provision of General Assembly resolution 47/199, UNDP is exploring with its JCGP partners ways to widen the selection process for Resident Representatives/Resident Coordinators and make it more transparent. Through a UNDP-led inter-agency working group, initial proposals have been developed which cover the resource base, entry criteria, the role of JCGP executive heads and the Secretary-General, reciprocity in cross-agency appointments, and the possibility for common recruitment and management training for young professional entrants. The working group submitted its report to the first regular meeting of JCGP in 1994.

65. In resolution 47/199 the General Assembly also calls for a strengthening of the functioning of the Resident Coordinator system. One element of the strengthening is the broadening of the pool of those eligible to be Resident Representatives/Resident Coordinators. UNICEF has very much welcomed these developments, and the JCGP has now finalized the necessary measures. The exchange of UNICEF staff was undertaken even prior to the agreement. Another important element of the strengthening of the Resident Coordinator system is the establishment of field-level committees to provide guidance and advice on key inter-agency programme issues. UNICEF has long encouraged this approach, particularly along with the establishment of subcommittees focused on specific themes or priority issues (as called for in the ACC guidelines). The Executive Director has reiterated this support in his guidance to UNICEF field staff, and it is hoped that the reporting to the Economic and Social Council and ultimately to the General Assembly will reveal that Resident Coordinators have made progress in this area.

66. UNFPA is working closely with all concerned to explore additional ways to strengthen the Resident Coordinator system. The Fund supports the move to widen the pool of candidates to serve Resident Coordinators and to pay particular attention to the selection of Resident Coordinators who have relevant system-wide development experience along with managerial and team competency. The Fund also supports increased transparency in the selection and placement procedure and suggests that the procedure should be on a more equal basis among the JCGP partners.

67. Inter-agency consultations, with the active participation of WFP, are currently under way to complete revised terms of reference for Resident Coordinators in order to better reflect areas emphasized in General Assembly resolution 47/199. JCGP has jointly proposed a system for widening the pool from which Resident Coordinators/Resident Representatives would be selected. The proposal, which calls for JCGP members to submit candidates for Resident Coordinator vacancies and which institutes consultations among JCGP members on the eventual selection of Resident Coordinators, was formally agreed to at the JCGP high-level meeting in Dhaka. In the spirit of the proposal, the Administrator of UNDP had already sent to WFP a list of expected vacancies for 1994. One WFP staff member was chosen to fill a 1994 vacancy, bringing to three the number of WFP staff currently serving as Resident Representatives/Resident Coordinators. This number is expected to grow in the coming years.

68. WHO is involved and participates in the Resident Coordinator system and plays an important role in its capacity as the lead United Nations agency on health matters. The application of the new Joint and Co-sponsored Programme on HIV/AIDS has been conceived to fully articulate with the Resident Coordinator system.

69. FAO remains fully committed to close collaboration within the Resident Coordinator system and is assisting in identifying areas for further streamlining of coordinating mechanisms at the field level. Particular attention in this regard has been drawn to the problem of emergency situations, in which the roles of various United Nations officials at the country level require clearer definition, inter alia, to facilitate agencies' response within a properly coordinated framework.

70. IFAD missions in the field interact closely with the Resident Coordinator since the UNDP Resident Representative is the Fund's representative at the country level. To the extent practicable, IFAD Project Department Directors and project controllers participate in meetings of the "country teams" and JCGP, which are held at the country level. The Fund will try to do the same in the context of the new United Nations field-level committees, recommended in paragraph 40 of resolution 47/199. IFAD is also working with its JCGP partners to examine how it can work to give guidance and support to Resident Coordinators. Furthermore, while bearing in mind IFAD's limited staff, the Fund is prepared to consider making available some of its staff for appointment as UNDP Resident Representatives/Coordinators.

71. The new UNDCP/UNDP working arrangement contributes to the enhancement of the Resident Coordinator system since it recognizes the UNDP Resident Representative as the representative of UNDCP in the field.

72. UNIDO has supported the strengthening of the United Nations resident Coordinator system and is currently participating in a United Nations task force on the systems which will develop terms of reference and guidelines. That notwithstanding, UNIDO established a system for the coordination of its field representation with the UNDP Resident Representative through a Memorandum of Understanding, signed in April 1989. While effective coordination will continue between UNIDO Country Directors and the Resident Coordinators, the Memorandum of Understanding may need to be revised in order to give due consideration to the changing role of the UNIDO Country Director within the context of the Organization's new and reoriented field programmes.

73. The report on UNCTAD's technical cooperation, prepared by independent consultants, strongly recommends a much closer dialogue between Resident Coordinators and UNCTAD. Action to implement the recommendation will be initiated with UNDP headquarters during the course of the next few months.

74. As one of the more modest organizations of the United Nations system, UPU has everything to gain in having the role of the Resident Coordinator strengthened.

75. The strengthened function of the Resident Coordinator is very much welcomed by ITU, since it should ensure more cost-effective coordination of the diverse

sources of assistance to developing countries. Transparency in the selection process is supported, because it facilitates comments by organizations of the system on proposed candidatures. It is hoped that such comments will be presented and interpreted objectively, so that they do not amount to a veto on candidates.

76. The Resident Coordinators are most important to the smaller agencies such as WMO which do not have country representation. WMO tries to brief each available Resident Coordinator when he/she is in Geneva. When WMO staff officers are on mission, they are instructed to visit the Resident Coordinators in developing countries.

77. Field representation continues to be of concern to Habitat in quantitative and qualitative terms. In the wake of the efforts to decentralize the United Nations system by the increasing delegation of responsibility for substantive and programming issues to the field level, agencies without separate field representation are at a disadvantage compared with those availing of direct representation and find it difficult to deliver the development assistance expected of them. In the formulation of country strategy notes and country programmes, only those field teams comprised of agencies with separate representation are involved, which can lead to imbalanced and incomplete products. It is noted at the same time that, while Resident Representatives/ Resident Coordinators represent Habitat at the field level, there is no opportunity to brief most of them about Habitat's mandate and capacity to assist developing countries in the human settlements sector, since very few of them schedule agency briefings with the two United Nations agencies that have their headquarters in Nairobi (UNEP and Habitat). Hence, under the present system of field representation, there is clearly inadequate representation of Habitat in the field.

78. WIPO, being an agency without field representation and highly specialized in its activity, relies to a large extent on the cooperation of the Resident Representatives and Coordinators, especially in respect of its activities at the national and regional level, prepared with the programme approach. This applies to regional cooperation in the Asia and the Pacific region and cooperation at the country level with UNDP and other agencies.

VI. MONITORING, EVALUATION AND AUDIT

79. With a view to analysing the prospects for greater harmonization of aid accountability, the JCGP harmonization subgroup agreed in late 1993 to extend to WFP and IFAD the study, carried out earlier, of the accounting, financial reporting and auditing procedures required of recipient Governments by UNDP, UNICEF and UNFPA. With a financial contribution from WFP, the second phase of the study will be carried out in March 1994.

80. In response to Economic and Social Council resolution 1993/7, the Central Evaluation Office of UNDP has prepared a draft of the guidelines for monitoring and evaluation in the context of the programme approach. The guiding principles emphasize measurability of effectiveness and impact of the programme, and ultimate national responsibility for monitoring and evaluation and require that

monitoring and evaluation be a built-in component of the programme, and that monitoring and evaluation systems be responsive to the traditional requirement of decision-making. ITC also used UNDP's guidelines for the monitoring and evaluation of technical cooperation programmes and projects.

81. UNFPA participates in the Inter-Agency Working Group on Evaluation, which is currently reviewing elements for collaboration in the area of evaluation.

82. Through its participation in the JCGP Working Group on Management Audit Systems, WFP is working to ensure close harmonization in the audit area. In fact, the Working Group has concluded that significant harmonization in audit matters already exists within the internal audit services of JCGP and within other audit services of the United Nations organizations and multilateral financial institutions. WFP has, in conjunction with other JCGP members, adopted a common definition for management audit and has reaffirmed a set of standards for audit which had previously been adopted by the Internal Audit Services of the United Nations organizations.

83. In 1994, WFP has been working in the area of monitoring and evaluation through the JCGP subgroup. A joint report will be issued to JCGP in 1994. Past collaboration on monitoring and evaluation has focused on developing a common terminology. Future implications for WFP will arise in connection with eventual inter-agency efforts to make monitoring and evaluation more consistent within the programme approach.

84. IFAD is working with its partners in JCGP and other concerned United Nations agencies to develop a better methodology for performance-oriented evaluation to measure project impact on the rural poor who are the Fund's target group.

85. In 1993, UNDCP had further developed and modified its evaluation system so as to render it more structured and responsive to specific needs. The system is built around three major categories: thematic evaluations; project evaluations; and project monitoring. Methodological tools and guidelines are being established to facilitate the implementation of the new system. UNDCP intends to participate actively in system-wide activities to harmonize and simplify evaluation systems, especially through the Inter-Agency Working Group on Evaluation.

86. In the 1980s, UNIDO played a leading role in the harmonization of evaluation procedures and formats through the Inter-Agency Working Group on Evaluation. In 1985, UNDP effectively adopted for all its projects the Project Performance Evaluation Report (PPER), an internal evaluation system developed by UNIDO. It is currently examining the extent to which the methodologies and instruments it developed for project evaluation can be applied to programme evaluation. As regards auditing, UNIDO is actively cooperating with other United Nations organizations, funds and programmes on developing common approaches, such as a common audit manual, common standards for internal auditing systems and a common internal audit journal.

87. Since 1983, IAEA has used a separate section for evaluation of its technical cooperation activities.

88. Habitat's operations continue to be evaluated and audited regularly by both internal and external United Nations auditors and are being reviewed constantly as part of the ongoing review of administrative and operational procedures.

89. WMO strengthened its evaluation of projects and is receiving pertinent feedback on the effectiveness, strengths and weaknesses of projects. This is being applied to new project formulations.

90. Evaluation, monitoring and audit of WHO country programme activities is considered primarily the responsibility of the Governments. Joint activities involving other United Nations agencies are evaluated according to previously agreed procedures which also involve the Government. WHO, however, has its own internal mechanisms and procedures for evaluation, monitoring and audit which report to its governing bodies.

VII. HARMONIZATION OF POLICIES AND PROCEDURES

91. UNDP has been active in the working group of JCGP examining prospects for preparing a "common manual" for the United Nations development system. The working group has now determined that, due to the divergence of mandates, modus operandi and, therefore, procedures among the agencies, it will not be possible to develop a standardized common manual. This finding is reported to the Economic and Social Council in section IV.B of E/1994/64.

92. UNFPA is working closely with partner JCGP organizations in preparing a common manual on reviewing and harmonizing procedures in such areas of common interest as programme planning and approach through the country strategy note, national execution, and monitoring and evaluation. The Fund is also reviewing its own programming and project procedures in order to support further simplification and harmonization efforts.

93. WFP moved forward on issues related to the simplification and harmonization of procedures through its participation in the JCGP harmonization subgroup meetings held in 1993. WFP agrees with the conclusions of the group - that work towards a common United Nations system-wide manual could most positively be undertaken by building up, block by block, those areas where agreement has been reached.

94. Internally, UNICEF continues to simplify and, where appropriate, eliminate rules and procedures that do not advance the effectiveness of programming. Furthermore, within the context of JCGP, UNICEF has examined the prospects of preparing a system-wide manual, as proposed by the General Assembly in resolution 47/199. It has been collectively determined that for important reasons, including divergence of mandate, modus operandi etc., a comprehensive compendium of common rules and procedures within the United Nations system would not be cost-effective or productive at this stage. However, the JCGP organizations could work together to create the building blocks of a common document which would reduce the burden imposed on Governments and fulfil the purpose of a "common manual".

95. Harmonization of rules and procedures is seen by FAO as a continuing process involving consultations in the relevant inter-agency forums. FAO has taken significant steps in the area of harmonizing rules and procedures for project formulation, and it is expected that, following the attention given in the relevant inter-agency forums to issues such as evaluation, further progress in this regard can be reported in the future.

96. UNIDO believes that this item applies to procedures and documentation for project design and implementation and is thus of primary concern to the funding agencies of the United Nations system. UNIDO has long harmonized its project design methodology and procedures with those of UNDP, allowing for simplification, where required.

97. ITU and ITC used UNDP's Programme and Project Manual as its guidelines. UNCTAD also used UNDP procedures and/or relevant United Nations procedures, and it has no procedures of its own that need to be harmonized.

98. The preparation of Habitat's new Technical Cooperation Manual in 1993 enabled Habitat to identify areas where there is further need for simplification and harmonization of procedures, and work is ongoing in this regard, particularly with respect to differing UNDP and United Nations Secretariat procedures. An administrative review is also currently well under way to establish common administrative services for Habitat and UNEP.

99. Simplification and harmonization of procedures does not apply directly to WMO. Meanwhile, WMO is striving to simplify its procedures, wherever possible.

100. Though subject to its own policies and procedures approved by its governing bodies, WHO has, for facilitation of operational working relations, worked out agreements on joint policies with other organizations, such as UNFPA and UNICEF, so as to harmonize procedures that foster a better impact of joint activities. The flexibility of WHO's programme management does not impose any fixed programme cycle.

VIII. DECENTRALIZATION AND DELEGATION OF AUTHORITY

101. A number of organizations of the United Nations system have been carrying out the process of decentralization and delegation of authority in the specific context of their mandates, the nature of services they provide and the funds available for operational activities for development.

102. The financial level of approval delegated to UNDP Resident Representatives is $1 million. Between $1 million and $3 million, approval by Resident Representatives is at the discretion of the Regional Bureau Director. Resident Representatives may be delegated authority to approve individual components above $3 million in the context of programmes which have been cleared by the UNDP Programme Review Committee.

103. Further, in December 1993, UNDP adopted a 10-component decentralization package designed to balance increased operational authority with strengthened

reporting and accountability mechanisms. Pilots of the full package will take place in 15 programme countries across all regions in the course of 1994.

104. UNFPA has revised its guidelines considerably to achieve decentralization of programme development and approval. It has selected 12 countries or areas (Algeria, Bangladesh, Burkina Faso, Honduras, Ethiopia, Malawi, Philippines, Pakistan, Peru, Senegal, the South Pacific and Syrian Arab Republic) for total decentralization of programme approval, on a pilot basis. The process will be expanded upon review of experience. As part of this ongoing process, UNFPA has also recently decentralized travel arrangements to the field for UNFPA consultants originating from the field.

105. UNFPA has expanded programme approval authority at the field level from $500,000 to $750,000. In conjunction with this, the Fund proposes to use the services of UNDP's Roving Finance Officers and to join UNDP in its efforts to simplify work methods and improve financial monitoring and internal auditing of financial transactions at the field level through the regional service centres that UNDP is establishing.

106. UNICEF's record in decentralization and delegation of authority remains the strongest in the United Nations system. All country programmes are negotiated, researched and prepared at the country level with effective authority for the entire programming cycle firmly in the hands of the country office and the recipient Government. Once a country programme recommendation has been approved by the Executive Board, the effective, day-to-day implementation of the entire country programme, irrespective of the level of approved expenditure, reverts back entirely to the hands of the country office and its collaborating national counterparts for the agreed period of the country programme.

107. Country offices are accountable for meeting the goals and programme targets that they and the recipient Governments set themselves in the country programme and are equally responsible for the corresponding need to ensure that effective advocacy and mobilization is undertaken to guarantee not only popular participation in programmes and high-level government commitment but also a strong supportive role for the headquarters driven fund-raising process in their respective countries.

108. Habitat, for its part, has reviewed internal programme management and administrative procedures, resulting in the new Technical Cooperation Manual, which was completed in 1993. Further recommendations regarding decentralization and delegation of authority are currently under review.

109. FAO's governing bodies have consistently supported FAO's decentralization activities, particularly through strengthening of FAO country offices. Considerable emphasis has been given to increasing the substantive capacity of such offices through special training programmes on policy advisory work and related activities. Further decentralization of technical support capacities is currently under consideration.

110. WFP, after its Global Meeting in Harare in January 1994, made significant delegations of authority in the areas of programming, personnel, administration, purchasing and finance. Authority was delegated to Country Directors to

reformulate specific components of a project within the overall framework as approved by the CPA or the Executive Director. In addition, commitments were made to move on significant other delegation issues by the end of 1994.

111. By virtue of its six regional offices, WHO is among the few decentralized organizations of the United Nations system, at both the regional and country levels. The WHO country representative is directly accountable to the Director General and to the Regional Director in his/her respective region. Decisions as to the planning and implementation of WHO technical cooperation with the country are made jointly with the Government in a true spirit of partnership.

112. ILO is also making progress on this front. Directors of regional and area offices will have primary responsibility for the planning, programming and management of ILO activities at country (subregional, regional) levels, including approval authority for projects and programmes. A project for decentralization of financial and administrative authority to the field-office level is being implemented, including the necessary upgrading of administrative capacity and staff.

113. In the case of UNDCP, a new working arrangement with UNDP was signed on 21 October 1993 whereby the Resident Representative of UNDP is designated as the Resident Representative of UNDCP. This arrangement defines the respective roles and distribution of responsibilities of the UNDCP Representative and the UNDCP Country or Regional Director, wherever a Country or Regional Director post exists.

114. ITU has implemented its "regional presence" policy, creating 12 field offices (4 in Africa, 4 in the Americas, 3 in Asia and the Pacific, and 1 in the Arab region). While this decentralization represents a considerable cost for a small technical agency, it will be met as long as a regional presence remains viable and will be subject to periodic review.

115. In UPU, it has been proposed that the authority of the six UPU Regional Advisers be extended along the lines indicated in General Assembly resolution 47/199.

116. UNIDO, while recognizing the rationale for decentralization and actively supporting the transfer of certain functions from Headquarters to field offices, currently faces resource constraints that hamper efforts in this regard. It is now studying various aspects of the decentralization process and assessing the possibility of strengthening its field offices within the context of unified field representation for the United Nations system as a whole.

117. At UNESCO the strengthening of field offices is well under way through staff redeployment, enhanced field staff training and the increased delegation of project implementation functions. There are, however budgetary constraints upon the geographical range of country representation. Field offices will continue to be partially devoted to regular programme activities not directly related to operational activities. Its Executive Board has endorsed recommendations for an in-depth study on decentralization by its Special Committee, which calls for greater mobility of field staff through funding for travel costs, deploying headquarters staff on short-term assignments to field

offices, greater delegation of spending authority, improved computer linkages, recruitment of national professionals, and greater field staff involvement in project implementation.

118. WFP has increased approval authority of Country Directors from $50,000 to $100,000 for the purchase of food and non-food items under well-defined accountability provisions. It has also given Country Directors authority to process and make payments on travel-expense claims and authority to shift funds, excluding staff costs, between established budget lines.

119. The high percentage of developing countries as a source of procurement is due to a large extent to the delegation of authority to the field for direct field procurement. Thus, the number of national experts and consultants hired by Habitat in 1993 increased over prior years and also continued to increase as a percentage of all project personnel fielded by Habitat. During 1993 the 465 national experts and consultants hired by Habitat represented over 67 per cent of all experts and consultants employed through Habitat's technical cooperation activities. Likewise, over 68 per cent of total procurement of Habitat was from developing countries.

120. While WMO does not have individual country field offices, it is considering a proposal to set up from two to five subregional offices which would be responsible for 10 or more developing countries. If this proposal is approved, as much project management and contact as possible with the developing countries will be delegated to these offices.

121. UNEP is in the process of empowering its Regional Directors and hopes that this will contribute to the effectiveness of United Nations system-wide activities at the country level.

IX. TRAINING (NATIONAL AND INTERNATIONAL)

122. UNDP has contributed to the development of the curriculum for United Nations country teams and has participated in their training (i.e., agency representatives at the country level), through the ILO Turin Centre. So far over 35 United Nations country teams have been trained at the Centre. Other collaborative training programmes have covered such topics as disaster management, HIV/AIDS and successor arrangements for agency support costs. In addition, UNDP has broached, through the UNDP-led working group on the Resident Coordinator system, a proposal to open up its Management Training Programme to participation by recruits from JCGP partner organizations.

123. The Training and Staff Development Section, Division of Personnel, of UNICEF, is currently involved in a number of activities with other United Nations agencies and is an active member of the CCAQ Subcommittee on Training and the JCGP Subgroup on Personnel and Training.

124. Within the context of the JCGP Subgroup on Personnel and Training, two activities deserve mention: completion of a package on orientation to the United Nations for all new staff, and completion of an HIV/AIDS "Train the trainer" package for United Nations staff, also available in Spanish and French.

This was a UNICEF-led initiative and is a good example of inter-agency collaboration at the implementation level. The Subgroup has also been supportive of the Turin-based workshops on management of field coordination, with individual agencies providing substantive, technical and financial support to the programme.

125. The CCAQ Subcommittee on Training has had ongoing discussions on management development and management training. UNICEF is an active party to these discussions, which will result in more systematic sharing of the best management training practices of the various agencies. The Subcommittee has also undertaken a training module on sexual harassment for staff with the participation of JCGP members.

126. Internally, UNICEF has completed a module on cumulative stress management for staff which will be made available to all agencies. UNICEF and the United Nations are completing a joint module on critical incident stress management for use by staff in the system. UNICEF has taken the lead on this, building on the work done in eastern and southern Africa. The UNICEF Safe Motherhood Training package will be one of the main sources of materials for the work of the Steering Committee of the Joint Programme for Strengthening National Capacity to Reduce Maternal Deaths and Disabilities.

127. UNFPA supports and will continue to participate in relevant interorganizational training exercises at the country level and at the International Training Centre. The Fund contributes funding, training advice and expertise to the strengthening of the Centre's work on collaborative training for the United Nations system. In April 1994, UNFPA will participate in the forthcoming Workshop on the Programme Approach at the Centre. The Fund will act as lead agency in the twelfth Management Coordination Workshop, highlighting population issues. In Bangladesh, the JCGP partners have agreed to pursue an integrated approach to the training of United Nations staff.

128. Through the JCGP subgroup on personnel and training, WFP committed itself in 1993 to pursuing joint training in two substantive areas: the programme approach and preparation of the CSN, and common evaluation criteria for measuring the impact of United Nations-assisted development projects. Training activities on the CSN will support cooperation and coordination between national Governments and United Nations agencies and among the United Nations agencies. Inter-agency training is also envisioned in evaluation methods for measuring the results and impact of the programme approach, such as a training programme being developed with the help of WFP by the ILO Centre in Turin. Additionally, WFP is investing in inter-agency training by assisting in the development of and participating in the Senior Coordination Workshops at the ILO Centre.

129. FAO fully participates in the jointly organized field management training, within the financial resources available. Particular emphasis has been given to training of national personnel and staff of field representations.

130. IFAD has always given priority to appropriate training opportunities for its staff. With the encouragement of the Executive Board, the management of the Fund is strengthening these efforts. This is being done by providing opportunities to IFAD staff to take part in training courses at appropriate

institutions and by cooperating with other United Nations entities - for example, by IFAD staff participating in the courses of the ILO, and in training workshops, symposia and the like organized by other United Nations (and non-United Nations) bodies.

131. In resolution 47/199 the General Assembly also gives considerable emphasis to greater use of national expertise and indigenous technologies available in developing countries. IFAD has always given high priority in its projects to using and improving, where appropriate, indigenous crops such as cassava, sorghum and millet and utilizing indigenous/traditional technologies - for example, with respect to small-scale water control and water conservation methods. The Fund will continue these efforts. Furthermore, since IFAD projects are nationally executed, they are implemented by national staff and national institutions, including local non-governmental organizations, with only a small amount of external technical assistance, where necessary. Fund-financed projects also support the strengthening of institutional execution capacity and thus contribute to enhancing national capacity in this regard. IFAD management also intends, where possible, to increase the use of the project cycle - for instance, for identification and preparation.

132. UNDCP has been organizing training courses and seminars for its international staff, both at headquarters and in the field, on various aspects of programme and administrative matters. Concrete examples are: a seminar on the expanded role of country directors and directors of regional offices; participation in the Workshop on the Management of Field Coordination; workshops on project formulation.

133. ILO participates in and contributes actively to the system-wide new approaches and policy-orientations contained in resolution 47/199 at both the national and international levels. The ILO's International Training Centre plays a pivotal role in the development of training programmes and modules for United Nations system staff, along with national counterparts (workshops on the management of field coordination, management of technical cooperation, national execution, programme approach, CSN etc.).

134. Training programmes are being developed and delivered for ILO staff and ILO constituents in the Active Partnership Policy. They also incorporate the policy orientation of resolution 47/199.

135. UNIDO has co-sponsored the training activities on system-wide issues carried out during the past three years under CCPOQ. UNIDO Country Directors have participated in the training of country teams, whenever possible. UNIDO has also participated in a trainer capacity, in 5 of the 20 field workshops organized by UNDP on the successor arrangements for support costs.

136. WHO country representatives have participated in both national and international training activities organized within the framework of the operational activities of the United Nations. Difficulties were encountered in securing the funds and also in finding the necessary time. This has resulted in an irregular presence of WHO representatives on the country teams undergoing international training. The feedback on those who have participated is very positive.

137. IAEA, in addition to regular training courses (over 1,400 participants in 1993), organizes specific training courses to improve member States' capacity for planning an evaluation in the Agency's field of activity.

138. ITU supports the system-wide training for field and headquarters staff currently provided through the Turin workshops, and it has participated in four such workshops.

139. Habitat and UNEP, with support from the United Nations Secretariat, held their first ever joint senior management training seminar in 1993, and steps are well under way to holding a similar exercise for other levels of management in 1994. Moreover, Habitat staff participated in most of the workshops on the management of field coordination for senior United Nations system representatives, which were held at the ILO's Turin Centre under the auspices of CCPOQ.

140. UNCTAD will offer internal training courses to UNCTAD staff later this year. These courses will, inter alia, introduce participants to the provisions of resolution 47/199.

141. UNESCO supports joint action with respect to enhanced staff training and an inter-agency approach to that issue as it was entrusted to CCPOQ in light of its role in supervising current field staff training programmes at the United Nations/ILO Turin Training Centre.

142. WMO does not have international staff routinely assigned to developing countries; therefore the issue of training is not directly applicable. WMO established regional training centres (e.g., Nairobi) where nationals are trained in technical and scientific aspects of meteorology and hydrology. WMO plans to send staff officers to the Turin Centre for the training sessions conducted there.

X. COMMON PREMISES

143. Thirty UNICEF offices already share common premises with other United Nations organizations. To further accelerate this trend, UNICEF and UNDP, within the context of JCGP, have determined the financial and organizational implications of expanding the number of common premises. Some 45 country-based offices have been identified for possible moves into common premises over the next biennium, with others to follow as and when it becomes feasible on contractual, financial and organizational grounds. In addition, as mentioned in E/1994/64, the JCGP High-level Meeting in February 1994 approved the establishment of a small management unit located at UNDP which will implement, under the auspices of JCGP, the United Nations System Common Premises (UNSCP).

144. UNFPA will continue actively to participate in the ongoing study and discussions on common premises. The Fund, as a member of JCGP, has agreed, in principle, to the proposals on lease-to-purchase arrangements put forward in January 1994 by the JCGP Subgroup on Common Premises and will continue to support the Subgroup's efforts towards developing a cost-effective framework for the establishment of common premises at the country level.

145. WFP also participates in the JCGP Subgroup on Common Premises. At present, WFP has 93 country offices, of which 66 are sharing common premises (71 per cent) and 27, separate offices (29 per cent). WFP is committed to moving further towards common premises, according to the agreements reached at the JCGP High-level Meeting in February 1994. Any consideration by WFP to option for common premises would bear in mind its ever-changing field requirements - especially in relation to emergency programmes - and the difficulty the Programme would have in raising a capital budget for long-term investments.

146. FAO generally supports the principles of common premises as a means of facilitating coordination at the field-office level. It should at the same time be noted that in many instances offices are provided by Governments, and sufficient space is often not available in the United Nations/UNDP premises. Accommodation in newly established common premises should not result in additional costs for member countries or organizations.

147. Whenever feasible, UNDCP field offices are located in the same premises as UNDP. This is considered of particular practical importance since the UNDP Resident Representative is also the Representative of UNDCP.

148. UNIDO is actively sharing and consolidating the administrative infrastructure within the UNDP offices. In fact, after the transfer to UNIDO of the entire administration of UNIDO field offices in April 1989, UNIDO has assumed an increasingly large portion of the local support costs of those offices, which were previously borne by UNDP. At present, UNIDO field offices are fully integrated with the administrative and organizational structure of the UNDP field offices.

149. WHO supports the United Nations field offices and has confirmed interest in shared premises.

150. UPU is not concerned by these measures since the premises occupied by the six regional advisers are provided free of charge by their headquarters countries.

151. ITU generally supports the concept of common premises because of the inherent benefits from such a scheme. However, in countries where ITU has regional/subregional offices, the Union has negotiated and obtained free office accommodation and other facilities from the countries concerned, and it would be unlikely for it to give them up to share common premises at cost.

XI. PRINCIPAL ACTION TAKEN BY THE GOVERNING BODY

152. Consideration of the reports of UNDP, UNICEF and UNFPA on the implementation of Assembly resolution 47/199 was scheduled for May/June. Any decisions arising from the review of those reports will be brought to the attention of the Council at its substantive session of 1994.

153. The Executive Board of UNESCO examined resolution 47/199 at its one hundred forty-second session (Paris, 11 October to 15 November 1993) as part of its

annual overview of operational activities. A three-page summary of actions taken and planned by UNESCO with respect to the resolution was submitted to the Executive Board as a "progress report".

154. After having examined the report, the Executive Board expressed its views relative to the resolution in the first eight clauses of its two-page decision relative to operational activities.

155. At the same session of the Executive Board, the related issue of decentralization was also examined in a report on the status of implementation of the Board's 1990 recommendations (142 EX/6).

156. The International Labour Conference, the highest organ of ILO, held a detailed discussion in 1993 of the role of ILO in technical cooperation in the context of the evolving new challenges facing United Nations operational activities for development. The discussion included a review of the implications of resolution 47/199, which was reflected in the resolution adopted on the role of ILO in technical cooperation.

157. Implementation of the provisions of resolution 47/199 (and its predecessor, 44/211) in ILO has to a large extent been anticipated in a comprehensive set of reform measures concerning the Organization's operational activities which is being implemented under the title of Active Partnership Policy (APP). The objectives of the Policy are to bring ILO closer to its constituents; to plan, programme, implement and evaluate its activities with their full and active participation, based on clear objectives, and to improve the quality, relevance and effectiveness of its technical services. APP includes a complex of administrative reforms and redefined roles and responsibilities for the various components of the ILO structure at headquarters and in the field, including the establishment of 14 multidisciplinary technical advisory teams in strategic locations across the world. It also includes measures to integrate the various technical disciplines of ILO and to ensure closer links between its regular programme of work and extrabudgetary activities, especially technical cocperation.

158. A fuller report on resolution 47/199 was submitted to the annual (November) session of the Technical Cooperation Committee of ILO's governing body in November 1993 and was discussed in the context of the Committee's review of operational priorities and in the context of ILO's participation in United Nations system-wide development activities. The governing body took note of ILO's contribution to the implementation of 47/199 and asked to be kept informed in future reports.

159. The Industrial Development Board of UNIDO will be requested at its twelfth session (9-13 May 1994) to take note of and make appropriate recommendations on the above-mentioned action taken or envisaged by UNIDO with respect to the relevant paragraphs of General Assembly resolution 47/199.

160. The Board of Governors and the General Conference have been informed about General Assembly resolutions 44/211 and 47/199, and they have chosen not to make them a topic for further deliberations at this point.

161. The General Assembly resolutions for operational activities for development are regularly brought to the attention of FAO governing bodies, which are also informed about and provide guidance on progress in their implementation, on the basis of various reports such as the recent Programme Implementation Report for 1992-1993 and the document entitled "Recent developments in the United Nations system of interest to FAO".

162. At its twenty-seventh session (November 1993), the FAO Conference received a report on the implementation of the General Assembly resolutions on operational activities. The Conference held a full debate on the matter.

163. The 1993 UPU Executive Council took note of CE 1993/C9-Doc 2 and of the additional information given during consideration of the document.

164. At its fourteenth session (26 April-5 May 1993), in considering the report of the Executive Director of Habitat on the Comprehensive Triennial Policy Review of the Operational Activities of the United Nations Development System (HS/C14/Add.2), the Commission on Human Settlements adopted decision 14/24.

165. UNCTAD's next biennial report on technical cooperation, which will be submitted to the September 1994 session of the Working Party on the Medium-term Plan and Programme Budget, will contain information on action by UNCTAD to contribute to the implementation of resolution 47/199.

166. WFP brought to the attention of the Committee on Food Aid Policies and Programmes (CFA) a report entitled "WFP's overall policies, objectives and strategies" (CFA:37/P/7) in which issues and options were explored that relate directly to WFP's implementation of resolution 47/199. The ongoing policy in the WFP review should itself be noted as a contribution to the implementation of the resolution.

167. After its thirty-fifth session, CFA established an informal working group with the Secretariat to consider how best to proceed with the implementation of resolution 47/199. At its first meeting (7 October 1993) at WFP headquarters, the group agreed on a number of procedural matters. Another meeting is scheduled for April 1994 to discuss the resource implications and the effects on the Subcommittee on Programme (SCP) and on CFA of adopting a programme approach. The results of the meeting will be reported orally to CFA at its thirty-seventh session, and relevant documentation made available to members.

168. The Secretary-General of UNCTAD invited independent consultants to report to the Trade and Development Board for a policy review of UNCTAD's technical cooperation. Their report (TD/B/40(2)/14) contains, inter alia, views on the application by UNCTAD of the provisions of resolution 47/199.

169. General Assembly resolution 47/199 will be submitted to the Administrative Council, ITU's governing body, in May 1994. It had already been submitted to the Council in 1993, along with other United Nations resolutions, and was then duly noted.

170. All the resolutions of the Executive Board of WHO and of the World Health Assembly which cover the areas necessitating inter-agency/intersectoral

collaboration call for mobilization and promotion of such joint action, the implementation of which is greatly enhanced by the application of the provisions of the resolutions covering the operational activities of the United Nations. WHO therefore is past the stage of declaring its acceptance of General Assembly resolution 47/199 and its components. Coordinated United Nations system-wide action lends itself to better satisfying the complex and interdependent nature of development linkages of health work, and the implications for health of non-health problems draws on operational resolutions to broaden the base for health work in a coordinated coherent manner. The challenge is to identify the best modality for interaction with the various components of the resolution in order to improve the coherence and the impact of the Organization's cooperation with member countries.

171. The World Health Assembly has adopted resolutions that cover the mobilization and coordination of inter-agency and international contributions in support of health concerns under the leadership of WHO.

172. The following resolutions, adopted at the Economic and Social Council substantive session of 1993, cover coordination of United Nations activities in programmes where WHO is the authority on health issues:

(a) 1993/51. Coordination of United Nations activities related to the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS).

(b) 1993/79. Multisectoral collaboration on tobacco or health.